



Calhoun: The NPS Institutional Archive
DSpace Repository

Theses and Dissertations

1. Thesis and Dissertation Collection, all items

1996

An overview of a Base Operating Support
Contract for facilities operations and
maintenance in a public works department
under the Naval Facilities Engineering Command

Melendez, Carmelo

<http://hdl.handle.net/10945/32289>

Downloaded from NPS Archive: Calhoun



Calhoun is the Naval Postgraduate School's public access digital repository for research materials and institutional publications created by the NPS community. Calhoun is named for Professor of Mathematics Guy K. Calhoun, NPS's first appointed -- and published -- scholarly author.

Dudley Knox Library / Naval Postgraduate School
411 Dyer Road / 1 University Circle
Monterey, California USA 93943

<http://www.nps.edu/library>

AN OVERVIEW OF A BASE OPERATING SUPPORT CONTRACT FOR
FACILITIES OPERATIONS AND MAINTENANCE IN A PUBLIC WORKS
DEPARTMENT UNDER THE NAVAL FACILITIES ENGINEERING COMMAND

AN OVERVIEW OF A BOSC FOR
FACILITIES O&M IN A PWD UNDER
NAVFACENGCOM ME
Melendez, Carmelo SPRING 1996

BY

CARMELO MELENDEZ

DISTRIBUTION STATEMENT A

Approved for public release
Distribution Unlimited

A REPORT PRESENTED TO THE GRADUATE COMMITTEE OF THE
DEPARTMENT OF CIVIL ENGINEERING IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF MASTER OF ENGINEERING

UNIVERSITY OF FLORIDA

SPRING 1996

19960509 120

DTIC QUALITY INSPECTED 1

ACKNOWLEDGMENTS

The author wishes to express sincere appreciation to Mr. Mario Aponte, Mr. Domingo Rivera, Mr. Luis E. Pereira, Mr. Bienvenido Vazquez, and their staff at the Facilities Support Contracts Division Public Works Department Naval Station Roosevelt Roads Puerto Rico, for their assistance in the preparation of this report. Special thanks to CDR Louis V. Marchette, whose familiarity with the needs and functions of a Public Works Department were helpful during the preparation of this undertaking. In addition, without any doubt, to my wife Lizzie and my daughter Stephanie for their total support and love.

TABLE OF CONTENTS

| | |
|---|-----------|
| ACKNOWLEDGMENTS..... | ii |
| INTRODUCTION..... | 1 |
| CHAPTER 1-CONTRACTING OUT | 3 |
| <u>BENEFITS OF CONTRACTING OUT.....</u> | 3 |
| <u>WHEN TO CONTRACT OUT.....</u> | 4 |
| CHAPTER 2-CONTRACTING SUPPORT | 6 |
| <u>CONTRACTING SUPPORT OPTIONS.....</u> | 6 |
| CHAPTER 3-BASE OPERATING SERVICE CONTRACTS..... | 8 |
| <u>PHILOSOPHY.....</u> | 8 |
| <u>USAGE.....</u> | 8 |
| CHAPTER 4-CONTRACT TYPE: COMBINATION FFP/IQ WITH AWARD FEE | 9 |
| <u>FIRM-FIXED-PRICE.....</u> | 9 |
| <u>FIRM-FIXED-PRICE-AWARD FEE (FFPAF).....</u> | 9 |
| <u>INDEFINITE QUANTITY CONTRACTS.....</u> | 10 |
| <u>COMBINATION FFP/IQ CONTRACTS.....</u> | 11 |
| CHAPTER 5-CONTRACT MODIFICATIONS AND OPTION EXECUTIONS..... | 12 |
| <u>MODIFICATIONS.....</u> | 12 |
| <u>OPTIONS.....</u> | 12 |
| CHAPTER 6-CONTRACT SOLICITATION AND AWARD: COMBINING SEALED BIDDING AND NEGOTIATIONS | 14 |
| <u>SEALED BIDS.....</u> | 14 |
| <u>NEGOTIATED PROCUREMENTS.....</u> | 15 |
| <u>COMBINATION OF COMPETITIVE PROCEDURES.....</u> | 16 |
| CHAPTER 7-PARTNERING: ADVANCE VALUE ENGINEERING..... | 18 |
| CHAPTER 8-CONTRACT ADMINISTRATION: ROLE OF FSC DIVISION | 20 |
| <u>SPECIFICATIONS AND PERFORMANCE WORK STATEMENT.....</u> | 20 |
| <u>Specification Format.....</u> | 20 |
| <u>Steps Taken in Specification Preparation.....</u> | 21 |
| <u>Methods for Specifying Requirements.....</u> | 25 |
| <u>RESPONSIBILITIES AND STAFFING.....</u> | 26 |
| CHAPTER 9-MONITORING THE CONTRACT AND MEASURING PERFORMANCE..... | 28 |
| <u>INTRODUCTION.....</u> | 28 |
| <u>QUALITY CONTROL (QC).....</u> | 28 |
| <u>QUALITY ASSURANCE.....</u> | 29 |
| <u>ELEMENTS OF A GOOD MONITORING PROGRAM.....</u> | 30 |
| CHAPTER 10-GENERAL REQUIREMENTS AND DEFINITIONS | 33 |
| <u>GENERAL REQUIREMENTS.....</u> | 33 |
| <u>Working Hours.....</u> | 33 |
| <u>Contractor Quality Control & Government Quality Assurance.....</u> | 33 |

| | |
|---|-----------|
| <i>Partnering</i> | 33 |
| <u>DEFINITIONS - TECHNICAL</u> | 34 |
| CHAPTER 11-GOVERNMENT AND CONTRACTOR FURNISHED ITEMS | 35 |
| <u>GOVERNMENT FURNISHED FACILITIES, EQUIPMENT, MATERIALS, AND SERVICE</u> | 35 |
| <u>CONTRACTOR FURNISHED ITEMS</u> | 35 |
| CHAPTER 12-GENERAL FIXED PRICED WORK REQUIREMENTS..... | 36 |
| <u>SERVICE CALL WORK</u> | 36 |
| <i>Service Calls Adjustments</i> | 37 |
| <i>Processing Service Calls</i> | 37 |
| <u>SERVICE CALL CLASSIFICATIONS</u> | 38 |
| <i>Emergency</i> | 38 |
| <i>Urgent</i> | 39 |
| <i>Routine</i> | 39 |
| <u>MINOR WORK</u> | 40 |
| <i>Classification of Minor Work</i> | 41 |
| <u>PREVENTIVE MAINTENANCE</u> | 41 |
| <i>Equipment/Systems Tagging</i> | 43 |
| <i>PM Work</i> | 44 |
| <u>RECURRING WORK</u> | 44 |
| CHAPTER 13-WORK DOCUMENTATION, ADMINISTRATION AND MANAGEMENT SYSTEMS | 46 |
| <u>INDEFINITE QUANTITY PROCEDURES</u> | 46 |
| <u>AUTOMATED WORK MANAGEMENT SYSTEM</u> | 48 |
| CHAPTER 14-PEST CONTROL SERVICES | 49 |
| <u>WORK REQUIREMENTS</u> | 49 |
| CHAPTER 15-ELECTRICAL DISTRIBUTION SYSTEMS SERVICES..... | 51 |
| <u>WORK REQUIREMENTS</u> | 51 |
| CHAPTER 16-BOILERS, WATER HEATERS, AND PATHOLOGICAL INCINERATOR SERVICES | 53 |
| <u>WORK REQUIREMENTS</u> | 53 |
| CHAPTER 17-WATER TREATMENT PLANTS AND DISTRIBUTION SYSTEMS SERVICES.. | 55 |
| <u>WORK REQUIREMENTS</u> | 55 |
| CHAPTER 18-WASTEWATER TREATMENT PLANTS AND SYSTEMS SERVICES | 56 |
| <u>WORK REQUIREMENTS</u> | 56 |
| CHAPTER 19-REFRIGERATION AND AIR CONDITIONING EQUIPMENT SERVICES | 58 |
| <u>WORK REQUIREMENTS</u> | 58 |
| CHAPTER 20-HOUSING MAINTENANCE SERVICES..... | 60 |
| <u>WORK REQUIREMENTS</u> | 60 |
| CHAPTER 21-NON-FAMILY HOUSING BUILDINGS AND STRUCTURES SERVICES..... | 62 |
| <u>WORK REQUIREMENTS</u> | 62 |
| CHAPTER 22-ROADS, SURFACE AREAS, AND CONCRETE STRUCTURE SERVICES..... | 64 |
| <u>WORK REQUIREMENTS</u> | 64 |

| | |
|---|------------|
| CHAPTER 23-FIRE PROTECTION SYSTEMS SERVICES | 66 |
| <u>WORK REQUIREMENTS</u> | 66 |
| CHAPTER 24-TRANSPORTATION SERVICES..... | 68 |
| <u>WORK REQUIREMENTS</u> | 68 |
| CHAPTER 25-HAZARDOUS WASTE SERVICES..... | 71 |
| <u>WORK REQUIREMENTS</u> | 71 |
| CHAPTER 26-SWIMMING POOL OPERATION AND MAINTENANCE SERVICES..... | 73 |
| <u>WORK REQUIREMENTS</u> | 73 |
| CHAPTER 27-GROUNDS MAINTENANCE SERVICES..... | 75 |
| <u>WORK REQUIREMENTS</u> | 75 |
| CHAPTER 28-CUSTODIAL SERVICES | 76 |
| <u>WORK REQUIREMENTS</u> | 76 |
| CHAPTER 29-INTEGRATED SOLID WASTE MANAGEMENT SERVICES..... | 78 |
| <u>WORK REQUIREMENTS</u> | 78 |
| CHAPTER 30-DISCUSSION AND RECOMMENDATIONS..... | 80 |
| APPENDIX A-SAMPLE FORMS OF AWARD FEE GUIDELINES | 82 |
| APPENDIX B-CONTRACT FORMATS | 88 |
| APPENDIX C-SAMPLE SCHEDULE OF DEDUCTIONS..... | 91 |
| APPENDIX D-SAMPLE PERFORMANCE REQUIREMENT TABLE..... | 93 |
| APPENDIX E-SAMPLE EXTENDED PERFORMANCE REQUIREMENT TABLE..... | 95 |
| APPENDIX F-SAMPLE ORGANIZATION OF FSC DIVISION..... | 97 |
| APPENDIX G-SAMPLE CHART FOR FFP WORK..... | 115 |
| APPENDIX H-SAMPLE WORK FLOW CHARTS..... | 117 |
| BIBLIOGRAPHY | 120 |

INTRODUCTION

The report is intended to provide a broad overview of a Base Operating Support Contract (BOSC) for facilities operations and maintenance in a medium size public works activity under the Naval Facilities Engineering Command (NAVFACENGCOM) of the Department of the Navy. BOSC are part of facility support contracts and are used to perform all base facilities operations and maintenance support functions. BOSC are currently being used by NAVFACENGCOM in a number of naval installations to improve response on public works services and to reduce costs.

According to the Department of Defense's Joint Chiefs of Staff (JCS), privatizing base support functions could free money at a time when the services will need to begin funding major Research and Development (R&D) projects for new and modern equipment for the services. By hiring civilian companies to perform ordinary duties, a cost reduction of one-third of the total budget for base functions is estimated. The JCS estimates private companies could run military bases for twenty-five (25) to thirty (30) percent less than it costs the military.

This report describes the different steps in the preparation and structuring of a BOSC. Since a BOSC is a very complex contract, fundamental knowledge of government contracting is expected. Following the Introduction, Chapter 1 presents the benefits and when to contract out. Chapter 2 presents the different contracting support options available to public works activities. Chapter 3 describes a BOSC. Chapter 4 identifies the most suitable contract type. Chapter 5 discusses contract modifications and options. Chapter 6 identifies the most suitable method for award. Chapter 7 discusses the need for

partnering. Chapter 8 identifies the role of the Facility Support Contracts Division and discusses the format and preparation of specifications. Chapter 9 provides an introduction for monitoring the contract and measuring performance. Chapter 10 describes some general requirements and discussions. Chapter 11 discusses the availability of government and contractor furnished items. Chapter 12 explains service calls and minor work orders. Chapter 13 explains indefinite quantity procedures and discusses work documentation, administration, and management systems. Chapters 14 to 29 provide sample work requirements for typical functional areas. Conclusions and Recommendations are discussed in Chapter 30, and some sample forms, structures, and organizations are provided in the Appendixes.

Because of the complexity of the topic, certain portions of a BOSC were intentionally omitted or broadly mentioned. Specifications, contract administration, and disputes are topics in which much information exist and impacts performance. Anyone interested in researching additional information in these topics in order to obtain a thorough understanding of base operation support contracts is highly encouraged.

CHAPTER 1

CONTRACTING OUT

Benefits of Contracting Out

In most cases, contracting out is done because it is seen as more cost effective. The two advantages most often cited are lower overall costs and the avoidance of start-up costs. Contractors can provide facility support services more economically because of efficiency and competition. However, the primary reason the contractors can reduce costs involves ways that private employers use their labor force. Most private employers pay their employees as much as public employers, both in salary and fringe benefits, however private employers tend to:

- use less labor.
- have about 5 percent less absenteeism.
- make managers responsible for equipment as well as labor.
- use younger workers.
- terminate more employees (creating less absenteeism).
- use more capital equipment.

Economies of scale can also reduce costs. A private contractor serving a wide geographical area or serving a large number of units in the same area can spread costs over more productive units. Large contractors can also more readily afford new technology and labor-saving devices and use them more efficiently. Because of this, labor intensive services provide contractors with a major advantage over the Government.

Contracting out also has the advantage of ensuring flexibility in adjusting to changes in service demands. Private contractors are not bound to follow civil service rules and regulations in hiring, promoting, or disciplining employees. This reduces costs as well as increasing flexibility, since private employees can be more easily transferred and

reassigned to more effective roles. Private employees can also be rewarded more quickly for good performance which is good for morale in these organizations. Meanwhile, civil service rules often penalize better employees as well as management.

When to Contract Out

The basic reason to contract out facility support services is to save money. Money is frequently saved when services are contracted out. There are many reasons why contracting out can be less expensive than having the Government provide the service itself, even though the private firm retains a profit. As pointed out earlier, private firms use their workforce more effectively. They often achieve economies of scale by distributing equipment and personnel over a wider area using technologically advance equipment. Also, these firms can pay higher salaries if necessary to attract key people, avoid civil service rules that increase the cost of labor, and use part-time employees.

A Navy Public Works Activity ultimately has the responsibility for the services that they arrange or authorize, even if it does not actually produce them. Therefore, the activity basically has only two alternatives. It must either do the work itself or have others do it. When others do the work, as in contracting out,, the public works activity must then be sure that the service is being handled properly. In other words, the Government must either have to perform the task itself or monitor others who perform it.

The most common reason for contracting out is probably to contract out for onetime or intermittent help. This eliminates the need to keep a larger, more diverse workforce in place within the public works activity. Single construction or service projects can be easily accomplished by contractors whose specialty lies in that area.

Because of the political and legal responsibility for the service, a basic rule of thumb for deciding when to contract out is to choose only the services that can be easily monitored. If an activity cannot do an effective job of monitoring the contract, the service perhaps ought to be provided by the government. Monitoring contractor compliance with the contract specification is an important part of the contracting out process which is potentially time consuming, expensive, and is often done poorly.

CHAPTER 2

CONTRACTING SUPPORT

Contracting Support Options

Frequently, there is a reluctance to contract. Previous unsatisfactory experiences with contracts, knowledge of other activities problems, perceived difficulties in preparing specifications, and the concern for losing flexibility often cause shore activities to be hesitant in embracing the contract concept.

Support is available to assist shore activities prepare economic analysis, prepare the specifications required, or advice concerning staffing requirements that pertain to the contract administration function. Other activities with experience in the type of contract being considered can provide valuable do's and don'ts.

The Engineering Field Divisions (EFD) of NAVFACENGCOM have valuable experience in contract administration matters and in commercial activities economic considerations. Also the EFDs maintain a library of technical provisions and have available information concerning the performance of contractors. Shore activities should contact the Facilities Division (code 10) at the EFD serving the geographical area.

Good contract specifications require thought and time. These factors as well as heavy workload Navy-wide, require that adequate advance planning be provided well before the desired contract date. Contract maintenance often requires that the scope of work to be performed should be specified in greater detail than normally would be required for in-house accomplishment. Contractor personnel are initially unfamiliar with the facilities involved, Navy operations, and activity requirement. The contract specification must provide this information.

Guideline Performance Work Statement (PWS) have been developed for the major areas of public works. How to adapt the standard specifications and develop Quality Assurance (QA) plans for inspection are covered in the publication MO-327 (Service Contracts: Specifications and Surveillance). Both the PWS and MO-327 emphasize that specifications should minimize the use of "How to" clauses and maximize performance requirements whereby the Contractor is simply told to deliver an acceptable end product.

CHAPTER 3

BASE OPERATING SERVICE CONTRACTS

Philosophy

Base Operating Service Contracts (BOSC), have been used in recent years to contract for total base services. These contracts offer two substantially different characteristics that might be expected of a series of facility support contracts, as follows:

1. All base support services, not just functions normally considered to be public works functions, are included in the contract.
2. Management functions such as maintenance control, shop overhead, and engineering may be included in the contract.

Usage

Originally, Navy usage of a BOSC was for new base requirements. The success of these contracts has resulted in use on existing bases. As the contracting effort increases at shore activities to the level that substantial portions of base services are no longer performed by Navy personnel, consideration should be given to this type of contract. This is not a decision which can be made entirely at the public works department level. Navy policy and economic analysis will more than likely be the driving force behind increased BOSC contracting and a strong commitment from the shore activity Commanding Officer (CO) is necessary. The reluctance to permit packaging of functions that would reduce small business participation will undoubtedly limit the number of large BOSC.

CHAPTER 4

CONTRACT TYPE: COMBINATION FFP/IQ WITH AWARD FEE

Firm-Fixed-Price

Firm-Fixed-Price (FFP) contracts are the most preferred type of contract in the Federal Procurement System. This contract type places maximum risk and full responsibility for all costs and resulting profit or loss upon the Contractor. It provides maximum incentive for the Contractor to control costs, perform effectively, and imposes a minimum administrative burden upon the contracting office. FFP contracts should be used when a reasonably definite specification is available and the procurement can be well defined in areas of quantity, quality, and timing. Also, a fair and reasonable price for the acquisition must be established from the beginning. The contract may be obtained through sealed bids or via a negotiated procurement.

Firm-Fixed-Price-Award Fee (FFPAF)

For Firm-Fixed-Price-Award Fee contracts, an additional amount of fee (i.e., percentage of price) may be added to the price, based on judgmental measures of productivity (exceptional performance). Sometimes the need to motivate the contractor to provide timely and quality work is significant. The use of a FFPAF contract motivates the Contractor towards quality while operating under a fixed-price pricing structure. *FFPAF contracts are especially suitable for large service contracts such as BOSC contracts.*

Select FFPAF contracts when relating fee to performance would have a significant impact on the contractor's performance relative to the cost of administering the award provision. Performance must be objectively measurable (i.e., exceptional vs. minimum requirements of contract). The contract is FFP at the start based on definitive

specifications, but it permits the payment of an additional fee or portions thereof for exceptional performance. The contract shall state the maximum amount of additional fee which may be paid. It provides for evaluation of contractor performance at stated times (not less than quarterly) by an evaluation board located at the contracting activity. The Contractor submits a self-evaluation to the Evaluation Committee at the activity level. This committee presents an evaluation to the Contractor and must re-evaluate their evaluation if the Contractor takes exception to the evaluation. Sample forms of award fee guidelines are included in Appendix A.

Award fee amounts are determined by a fee determination board at the EFD. The amount awarded is based on performance during the stated period. *The fee determination board's decision is not subject to appeal under the "Disputes" clause of the Federal Acquisition Regulations (FAR).*

Indefinite Quantity Contracts

An Indefinite Quantity (IQ) contract is primarily suited for work known to be needed during a specific contract period but the exact time and quantity is unknown. IQ contracts limit the Government obligation to the minimum quantity specified in the contract. The guaranteed contract amount is expressed in terms of a specific dollar amount and is to be based on the quantity of work that is certain to be ordered. Funds for other than the stated minimum quantity are obligated by each delivery order, not by the contract itself. The bid format establishes "estimated" quantities for bid evaluation purposes. A maximum quantity is the total dollar value of the maximum quantity for each item as set forth in the Schedule of Work. Only estimated quantities will be listed in the Schedule of Services and Prices. The top of the column marked "quantity" of the bidding schedule

must be identified as "estimated". Once the individual line item quantity has been reached, the Contracting Officer may unilaterally authorize orders in excess of the estimated quantities by one unit or twenty-five (25) percent which ever is greater. The solicitation must advise contractors of the government rights.

Combination FFP/IQ Contracts

A contract which provides for pricing of requirements on both a FFP and in an IQ unit price basis is a combination FFP/IQ contract. The FFP portion describes those requirements that can be predicted with an acceptable degree of certainty. The IQ portion provides for the placement of orders, within a stated limit, of specific services when the quantity or delivery is unknown at the time of contract award. The work identified under the FFP and IQ portions of the contract must be similar in nature. The contract shall also specify a guaranteed minimum dollar amount that will be ordered during a specified period, the maximum dollar amount of orders that the Government may place during a specified period, and the minimum and maximum quantities or dollar amounts that the government may order under each delivery order. *This type of contract combined with an award fee incentive, FFPAF/IQ, is the ideal instrument for delivery of services under a BOSC since it provides a fixed price base for recurring work, an incentive for better performance to the Contractor, and flexibility to the Government for placing undefined work orders.*

CHAPTER 5

CONTRACT MODIFICATIONS AND OPTION EXECUTIONS

Modifications

Only Contracting Officers acting within their authority are empowered to execute contract modifications on behalf of the Government. There are two types of contract modifications. A bilateral modification (supplemental agreement) is a contract modification that is signed by the Contractor and the Contracting Officer. Bilateral modifications are used to make negotiated equitable adjustments resulting from the issuance of a change order, to define letter contracts, or to reflect other agreements of the two parties modifying the terms of the contract. A unilateral modification is a contract modification that is signed only by the Contracting Officer. Unilateral modifications are used to make administrative changes, issue change orders, make changes authorized by other than a "Changes" clause, or issue termination notices.

Sources of modification requests may be specification errors, incomplete specifications, changing customer needs, differing site conditions, scheduling problems, or administrative changes. Issues concerning government furnished property or claim settlements may also result in modifications.

Options

The term "Option" refers to a unilateral right in a contract, by which, for a specified time, the Government may elect to purchase additional supplies or services called for by the contract, or may elect to extend the term of the contract. Service contracts must be paid for with funds from the year the work was accomplished. Most service contracts are funded with annual appropriations and provide for continuous service across fiscal

years. FAR section 32.703-3 prohibits service contracts funded with annual appropriations from crossing fiscal years unless the required services are nonseverable. Very few NAVFACENGCOM service contracts are nonseverable, however, DFARS section 237.10.6 "Funding and Terms of Service Contracts" allows a BOSC funded by annual appropriations to cross fiscal years since they include the following functions:

1. Custodial services.
2. Security services.
3. Fire protection services.
4. Refuse collection.
5. Heating systems O&M.
6. Military family housing maintenance.
7. Energy monitoring control systems maintenance and repair.
8. Commissary refrigeration maintenance and repair.
9. Medical facility real property maintenance management.
10. Hospital aseptic maintenance management.
11. Animal or pest control.

The Contracting Officer may exercise options only after making a written determination that funds are available, the requirement covered by the option fulfills an existing government need, and that exercising the option is the most advantageous method of fulfilling the government's need, price, and other factors considered. The term of the contract may be increased by one to twelve months provided the Contractor receives preliminary written notice of the government's intent to extend before the contract expires. Upon executing the option, the contract direct labor costs (including fringe benefits) and associated increases in social security, unemployment taxes, and worker's compensation insurance will be adjusted to reflect the contractor's actual increase or decrease in these costs. However, general and administrative costs, overhead, materials, supplies, equipment, or profit are not subject to this adjustment.

CHAPTER 6

CONTRACT SOLICITATION AND AWARD: COMBINING SEALED BIDDING AND NEGOTIATIONS

Sealed Bids

The sealed bid procedure for solicitation and award of FSC is used when you expect more than one bidder, there is no need for discussion about the terms of the contract, the award will be based solely on price, and adequate time exists to advertise the contract. For most sealed bid contracts, the time required for advertising is fifty-five (55) days. If the contract is expected to be greater than \$25,000, a pre-solicitation notice must be published in the Commerce Business Daily (CBD) fifteen (15) days before the issuance of the solicitation. Contracting officers are to presume that the pre-solicitation notice will be published ten (10) days after transmittal. At least thirty (30) days response time shall be allowed for receipt of bids on proposals from the date of issuance of a solicitation. The primary purposes of publishing in the CBD are to improve small business access to acquisition information and to enhance competition by identifying contracting and subcontracting opportunities for contractors. If any amendments are made to the contract solicitation, a minimum of ten (10) days must be made available between the date of issuance of the amendment and the bid opening date.

Bids are kept in a secure and unopened bid box until the public bid opening date. The award basis for sealed bids is to the low bidder submitting a responsive bid who is determined to be responsible. The low bid is based strictly on price evaluation. Responsive bidders are those bids which conform to the requirements in the Invitation For Bids (IFB).

A bid will be rejected if it qualifies the bid, specifies a minimum acceptance period, fails to acknowledge any amendments, or does not contain a bid guarantee. The following areas constitute contractor responsibility:

- adequate financial resources.
- ability to comply with the performance schedule.
- satisfactory record of performance.
- satisfactory record of integrity and business ethics.
- necessary organizational and operational controls and technical skills.
- necessary production, construction, and technical equipment and facilities.
- otherwise qualified and eligible under applicable laws and regulations.

Contractor responsibility is determined by the Defense Contract Management Command (DCMC) for large businesses and by the Small business Administration (SBA) for small businesses. Upon determination the low responsive and responsible bidder, award can be made. Notice of award is provided to the contractor and unsuccessful bidders. Also, a synopsis of award is published in the CBD.

Negotiated Procurements

Negotiated procurements are accomplished through a Request for Proposals (RFP). With an RFP, the contract is entered into after both parties have discussed terms, provisions, costs, and other elements of the contract. There is no formal bidding process for negotiated procurements. In competitive proposal procedures, discussions are permitted with responding offerors to improve their proposals by submitting revisions, which are not allowed in the sealed bidding procedures.

An RFP is advertised in the same manner as an IFB. However, an RFP allows discussions between the Government and the offeror which provide the offeror an opportunity to revise or modify his proposal. An RFP also provides the Government an

opportunity to review and evaluate technical and cost information provided by the contractor and to conduct face-to-face negotiations with contractors who are within the competitive range.

The Department of Defense uses a structured approach called "weighted guidelines" for performing a profit analysis for negotiated procurements. It's purpose is to provide a uniform and consistent manner for rewarding risk, motivating efficient and quality performance, and stimulating capital investments among contractors. This approach is mandatory for a negotiated contract over \$500,000 which requires cost analysis.

The weighted guidelines method addresses the contractor's performance risk, the contract type risk, and the contractor's facilities capital. However, the contractor's facilities capital is not applicable to facility support contracts. The performance risk weighting is a composite of the technical risk associated with providing the goods or services, the management effort involved on the part of the Contractor to integrate the resources necessary to meet the contract requirements, and the contractor's efforts to reduce and control costs. The contract type weighted value is dependent upon the type of contract being negotiated. For a BOSC the average range for profit under a FFP contract is between six (6) and twelve (12) percent.

Combination of Competitive Procedures

A combination of a negotiated and FFP procurement is commonly known as two-step sealed bidding. It permits the development of an adequate description through negotiation, while obtaining a fair and reasonable price by the use of the seal bidding procedures. Step-one consists of the request for and submission, evaluation, and

negotiation of unpriced technical proposals. The objective is to obtain as many acceptable technical proposals as possible. Only those firms who have an acceptable technical proposal are eligible for step-two of the procurement. The competing contractors are not told as to the identity, contents, or acceptability of competing proposals.

Step-two is handled as a sealed bidding solicitation restricted to only those firms who have submitted acceptable technical proposals in step-one. The specifications of the IFB will be the original specifications as amended and enhanced by the bidder's own technical proposal which is incorporated into the solicitation by reference. Therefore, each IFB issued will differ somewhat in that the specification will include the bidder's own technical proposal, plus the government's requirements. *This combination method is the most acceptable and recommended for a BOSC due to the complexity of the required performance.*

CHAPTER 7

PARTNERING: ADVANCE VALUE ENGINEERING

Partnering is the creation of an owner-contractor relationship that promotes achievement of mutually beneficial goals. It involves an agreement in principle to share the risks involved in completing the project, and to establish and promote a nurturing partnership environment. Partnership is not a contractual agreement, however, nor does it create any legally enforceable rights or duties. Rather, partnering seeks to create a new cooperative attitude, in completing government contracts. To create this attitude, each party must seek to understand the goals, objectives, and needs of the other in their "win-win" situation and seek ways that these objectives can overlap.

Partnering encourages contracting parties to recognize common interest and to establish trust at the beginning of a project. One of the major goals of partnering is to resolve all disputes by negotiation rather than by litigation. Thus, the parties explicitly agree to forego adversarial relationships to the greatest extent possible.

In a BOSC for facilities operations and maintenance (O&M) under a public work environment, partnering must be included from the earliest stage possible to avoid claims or poor performance/products by both parties. A partnering clause in a well prepared contract can enhance the efforts and understandings towards a quality product, done right, the first time, within budget, and on schedule with a fair profit to the contractor.

Partnering is not a panacea for poor management. Management still has a tough or even tougher tasks in administering the contract in order to pursue a mutual goal of "zero claims and defects" in an amiable manner. To achieve the greatest effect, partnering must begin with a clear and decisive written policy or program. It has to be activated at the

earliest opportunity, and needs active and sustained involvement from senior management to the working level, whether in government or in business. *In a way, partnering is much like an advance form of value engineering: it returns substantial savings if applied in a sound and proper manner.*

CHAPTER 8

CONTRACT ADMINISTRATION: ROLE OF FSC DIVISION

The two most important roles for a successful administration of a contract are clear and unambiguous specifications for performance and an effective and efficient contract administration staffing with adequate inspection by qualified personnel.

Specifications and Performance Work Statement

The responsibility for the preparation and administration of facilities support contracts is held jointly by the public works activity and the contracting office. The public works staff will work with the customer in determining the required level of service. The contracting office may or may not be a separate department under the cognizance of the public works officer.

Some of the responsibilities held by the public works activity and its customers are to develop the Performance Work Statement (PWS), prepare Quality Assurance (QA) and Safety Plans, provide qualified personnel to inspect, and to prepare the cost estimates. Some of the contracting office's responsibilities are to process all contract documents, negotiate all changes to the contract once it is in place, process the contractor's request for payment, and ensure that the integrity of the procurement process is maintained. The contracting office will also select the contract type, put the final contract package together, and advertise and award the contract.

Specification Format

FSC are prepared in one of two formats: Uniform Contract Format or Construction Specification Institute (CSI) Format. The uniform contract format is used for FSC contracts when wage rates are governed exclusively by the McNamara-O'Hara

Service Contract Act. Such contracts are referred to as facility support “service” contracts. The CSI format is used when the wage rate are governed exclusively by the Davis-Bacon Act. Such contracts are referred to as facility support “construction” contracts. FSC contracts which are subject to both aforementioned acts are written in the uniform contract format with both acts’ wage determinations included in the contract. A typical BOSC is written in this format with both acts. The uniform contract format and the CSI format are shown in Appendix B. A BOSC includes the standard construction contract clauses prescribed by NAVFACENGCOM and all the items listed in the contracting manual P-68 at subpart 14.2, Solicitation of Bids.

Steps Taken in Specification Preparation

The decision to contract out for facility support services involves many steps. A team approach should be used between the public works activity, the customer(s) receiving the service, and the contracting office to ensure all requirements and needs are met for the activities involved.

The PWS accurately describes the essential and technical requirements for materials, items, or services including the standards used to determine whether the requirements have been met. This is developed by the public works activity in conjunction with the affected customer activity. The technique used for PWS development is called a System Approach.

The Systems Approach relates to a group of interrelated elements forming a collective entity that assumes that the function under study is a system and consists of a job or combination of jobs carried out by people. The major control loops in the system approach are the contractor’s quality control (QC) which feeds back information from the

output to the work process which enables the contractor to adjust performance to meet the standard. The other loop, Government quality assurance (QA) looks at the contractor's output and determines its acceptability into the same standard. This systematic analysis gives a clear picture of what the input is needed to accomplish the function.

Job analysis is a step-by-step review of requirements needed to arrive at a specific output of services and associated standards. This process enables one to pull together all of the essential information needed to write a PWS. It also aids to build a foundation that will assist the government in determining the quality of the contractor's output. It is an act of looking at a function as it is being performed to determine what actually results.

An organizational analysis reviews the functional requirements and identifies how services are presently being provided, or would be provided, if performed by the Government. It provides the framework for determining what is to be accomplished. A tree divides the functional requirements into smaller parts and is the major tool used to combine services into a logical flow of activities or functional requirements. Figure 8.1 represents a tree diagram for a refuse collection and disposal contract section. Task analysis divides each part identified in the tree diagram into input (what is needed to do the job); work (steps needed to do the job); output (what the work produces or end result); and control loops (bases for determining acceptability). Performance analysis assigns a performance value for each requirement. The team decides how the requirement can be measured and a standard applied. The Maximum Allowable Defect Rate (MADR) is established for each propose requirement. The MADR is the measure used to evaluate the contractor's quality control.

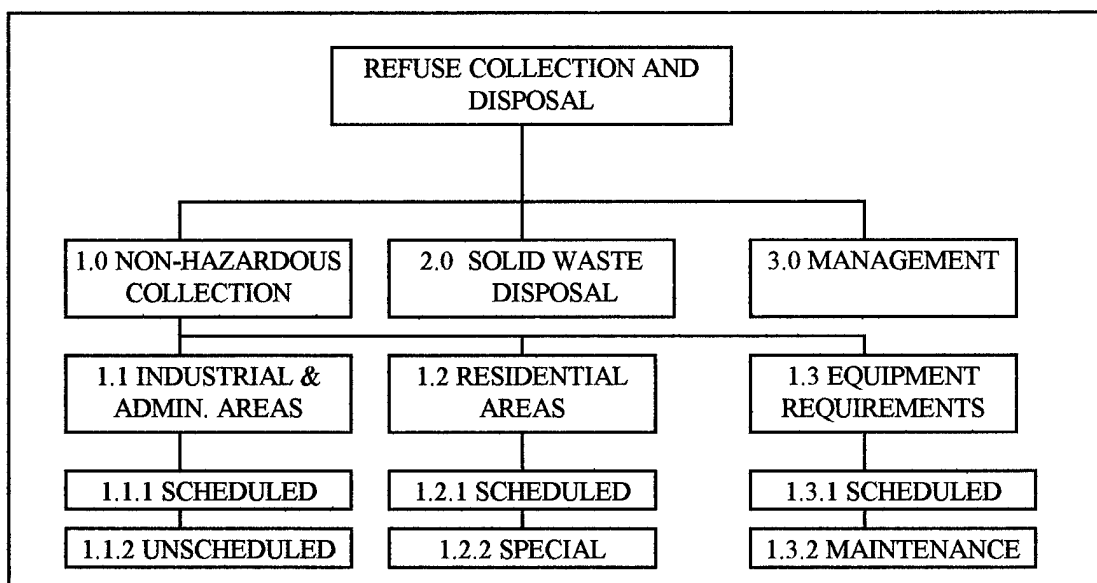


Figure 8.1 Sample Tree Diagram

Resources include both assets and personnel. Data on personnel must be gathered to enable one to break out for the specific services provided. The data should show not only how any people and what skill levels are authorized for that requirement, but also how many people are allocated for the specified requirement. A collection of facilities, requirements, and materials will be provided to the contractor and care should be taken to avoid listing items that will not be available for the contractor's use.

The Navy and NAVFACENGCOM have numerous directives which often specify procedures and standards of maintenance. A determination must be made whether those procedures and standards are to be mandatory for the contractor. If the directive is mandatory, it must reference in the PWS, only when it is too bulky to extract. There should also be a listing of those directives showing title and the date of publication.

An estimated cost is determined for each specified requirement. These costs are used to evaluate the reasonableness of the amounts shown in the Schedule of Deductions

(SOD) and Schedules of Work (SOW) Sections F the contract. A sample SOD is included in Appendix C.

The Performance Requirement Summary (PRS) is a summary showing summary requirements, the component work requirements related to each contract requirement, the price of each work requirement specified as a percentage of the price of the contract requirement with which it is associated, the standards of performance, and the MADR for each work requirement. The PRS serves as a thread of continuity throughout the procurement process, the post-award administration, and the surveillance of the contract. It is NAVFACENGCOM policy that a PRS be included in Section J of all FSC written in the uniform contract format. For FSC prepared in the CSI format, the inclusion of a PRS in the contract is optional. An example of a PRS table is shown in Appendix D.

The contract requirements represent specific tasks to be performed under the contract. The cost of a contract requirement includes the costs of all labor, equipment, materials, fringe benefits, overhead and profit associated with that particular contract requirement. The performance requirements associated with each contract requirement are shown in the PRS and include the following:

- a. **Work Requirements.** The components of a contract requirement used to define the characteristics of that particular contract requirement. The work requirements for each contract requirement are summarized in the PRS and are described in detail in the text of the PWS.
- b. **Weight.** The value of each work requirement specified as a percentage of the contract requirement. The percentage is based on judgment, taking into account both the costs incurred by the contractor in carrying out a particular work requirement, and the harm to the government in the event the work requirement is not satisfied.
- c. **Standard of Performance.** The standard of performance for each work requirement is summarized in the PRS by referring to a paragraph in Section C of the PWS.

- d. **Maximum Allowable Defect Rate (MADR).** The maximum allowable defect rate is the measure used to evaluate the contractor's quality control. The MADR is the defect rate which if exceeded, indicates that the contractor's quality control is unsatisfactory. A MADR is assigned for each work requirement and is specified in the PRS.

The Expanded Performance Requirement Summary (EPRS) is considered to be the source document for generating the QA plan and contract requirements. It also sets the agenda for early meetings with the procurement team to formulate the information found in the PRS, in addition to the pricing requirements and surveillance requirements. It lists all the contract requirements developed from the job analysis. An example EPRS form is shown in Appendix E.

Methods for Specifying Requirements

Descriptive specifications are the traditional method of specifying the contract requirements which tell the Contractor how to do the work. Performance Specifications enable the Contractor to decide how to perform those requirements the Government has specified. The specification shall not be written to specify a product, or particular feature of a product, proprietary to one manufacturer unless written Level III Contracting Officer approval has been obtained.

Specifying items naming acceptable commercial products followed by the words "or equal" is permitted under the following conditions:

1. there are no industry or Government-type specifications for the item.
2. the item is a minor part of the work.
3. the item cannot adequately be described due to its technically involved construction or composition.

A minimum of three manufacturers shall be included in the description followed by the words "or equal". The important characteristics of the item must be set forth in

sufficient detail to establish the basis upon which the equality of non-listed products will be determined. "Or equal" specifications will not be used unless written Level III Contracting Officer approval has been obtained (See FAR 10.0004(b)(3)).

The use of proprietary specifications is restrictive and may not be used unless it is established conclusively that no substitute will suit the purpose. NAVFACENGCOM's approval is required prior to issuing this type of specification. When a proprietary item is authorized, the specification must state "No other product will be accepted".

Reference specifications are most commonly used for material requirements. Reference is made to an established specification. Many of these specifications include various options or alternates. The specification must clearly identify which, if any, of these alternates are applicable.

Responsibilities and Staffing

The Facilities Support Contracts (FSC) Division has the following responsibilities:

- Receive and Open bids.
- Prepare and issue invitation for bids.
- Evaluate bids.
- Award contracts.
- Process Payments.
- Negotiate change orders.
- Evaluate contractor's performance.

The staffing requirements for a PWD FSC division should include an engineer or technical specifications writer, fiscal accountant, procurement clerks, inspectors, contract specialists and typing capability. The number of personnel required is dependent on the dollar volume of contracts, complexity, as well as on the number of contracts handled. An individual staffing analysis and quality assurance plan are required to determine personnel levels; however, a general guideline, is one person per \$400,000-\$500,000 of contracts for

medium to large contracting efforts. The current guideline is two (2) percent of the contract price to a maximum of ten (10) percent when justified. A sample organization staffing and responsibilities for a FSC division administering a BOSC contract is shown in Appendix F.

CHAPTER 9

MONITORING THE CONTRACT AND MEASURING PERFORMANCE

Introduction

The highly visible part of the contracting process is finished when both parties have signed the contract, the Contractor has posted the performance bond (if required), and his workers are ready to begin operating and maintaining the facilities, mowing grass, picking up refuse or whatever the work may be. However, the public works activity's and contracting division's work is just beginning. Contract inspection and monitoring by the Government for a BOSC is provided by qualified personnel in the cognizant public works activity.

The work of ensuring that the Contractor completes his tasks effectively, responsively and according to schedule is very important. This monitoring job continues throughout the life of the contract. No amount of careful contract preparation or detailed specifications will ensure adequate performance by the Contractor. Actual performance must be monitored carefully.

The Navy accomplishes the monitoring and performance measurement of an FSC contract through the contractor's quality control (QC) program and the government's quality assurance (QA) program.

Quality Control (QC)

The provisions for contractor QC are contained in Section E of the contract if it is prepared under the UCF, and in Division 1 if the contract is in the CSI format. QC is the process of insuring that proper materials and equipment are furnished and utilized, adequate and competent workmanship is provided, and timely services are performed, in

accordance with the detailed requirements of the contract. Included within the contractor's responsibility for QC are:

1. Providing and maintaining an adequate inspection system which is acceptable to the government and insures that the desired level of quality output is maintained.
2. Maintaining records of all inspection work and corrective actions taken throughout the term of the contract. The file is to be complete and available to the government for review.

A contractor report is the way a contractor reports progress to date, explains costs, describes problems in providing the service, and certifies that the service is meeting the specifications of the contract. It is his/her statement of work completed and stands as the formal statement of compliance with the contract. The report is independently verified by the contract manager or his representatives and is the official work completion document unless challenged. A complete report should include the following information:

- Work progress to date.
- Comparisons of work to date with the contract schedule.
- Expenditures to date.
- Forecast of work and expenses for the entire contractual period, based on experience to date.
- Reports of user satisfaction.
- Levels of service provided.
- Narrative accounts of matters such as:
 1. necessary adjustments to the contract.
 2. problems encountered in meeting the contract.
 3. explanations of variations in performance.

Quality Assurance

QA is the responsibility of the Government. QA provisions are located in the same location as the QC provisions within the contract document. QA is the process of confirming through some objective method of evaluation that the quantity and quality of goods and services received conforms with the contract requirements. A complete QA

program includes written documentation showing the QA methods used to perform evaluations of the contractor's performance against some measurable criteria. A detailed QA plan must be developed to set forth the QA procedures to assure that the Government is getting what it contracted for in every contract. **QA is not a substitution for QC.** A good QA program is paramount to measuring the effectiveness of the contractor's QC system.

The QA plan is an organized and planned approach for contract surveillance. It is based on and developed with the PWS. Documentation to support actions to do before work is started, evaluation criteria, and actions to be taken upon the outcome of work should be part of the plan. The benefits of a good QA program will:

1. Determine the staffing requirements for Quality Assurance Evaluators (QAE).
2. Provide a consistent level of surveillance.
3. Provide results that will support administrative actions.
4. Provide a measure of the contractor's overall performance.

Elements of a Good Monitoring Program

An effective contract monitoring program has four basic parts:

1. Contractor relations.
2. Contract provisions.
3. The job of the field or contract manager.
4. Customer Relations.

Contractor relations include the part of the monitoring process that deals with the direct relationship of the Contractor to the contracting department and their monitoring agents, QAEs. These relationships begin immediately after the contract is signed during the initial meeting with the Contractor before beginning operations. The purpose of the meeting, normally called "pre-performance meeting", is to go over specific contract

provisions, since the contractor may not have reviewed all provisions carefully. At this meeting, PWD, FSC, and customer representatives who will be contract monitors can meet the Contractor.

Close contact with the Contractor should continue throughout the life of the contract. Usually "performance meetings" are recommended on a monthly or quarterly basis. Both formal and informal contacts and meetings are vital. Feedback on performance is as important to the contractor as it is to the QAE, inspector, or customer. Major problems should not wait for the next formal report, and minor problems should be dealt quickly rather than being overlooked.

The most important provisions for monitoring, demand specific performance standards within the contract document. The contract provisions should provide the basis for evaluating Contractor performance and are the standard to which both parties are committed. Also, penalties for non-performance must be outlined and enforced from the beginning of the contract. If penalties are not outlined specifically in the contract, they cannot be enforced at all, which makes monitor impossible.

The contract manager and his staff need specific guidelines so that the monitoring process is consistent, effective, and equitable to the Contractor. A list of the activities that each contract management staff should perform is:

1. Inspect work and correct unsatisfactory work.
2. Ensure that required permits are acquired.
3. Monitor work performance to ensure conformance to budget and work schedule.
4. Review work performance to ensure conformance to safety rules.
5. Review contractor invoices for accuracy and completeness.
6. If the contract is FFP (like BOSC), decide if the percentage of billing is equal to the percentage of work completed.

7. Verify any withholding of contractor funds.
8. Compare equipment charges for rentals, labor, and material with contract provisions and any change notices.
9. Compare invoice labor rates with the contract.
10. Verify that services were delivered, material delivered, laborers worked, and equipment used.
11. Initiate any necessary changes in the scope of the contract (change orders/modifications).

In addition to a list of actions to take, contract monitors need training. Monitors need a great deal of information about the contract, the performance standards, the processing of contract reports, and the handling of complaints. Formal training is the best way to provide this experience if the PWD is serious about monitoring.

All customers of the contractor's services can be brought into the contracting process through complaints or surveys. A formal complaint system should be in place. Customers should know where to send complaints, the Contractor should know his responsibilities if he receives complaints, and the QAEs must see that the complaints get processed speedily and that the customers are notified of actions taken. Surveys provide a means of feedback to the Contractor and the contract monitors. This information can be used in the evaluation of the Contractor or the contract documents.

CHAPTER 10

GENERAL REQUIREMENTS AND DEFINITIONS

General Requirements

General Requirements are the first items stated in Section C: Description, Specification, and Work Statement. The Contractor is given a general statement of what tasks and services are required to be provided and where they will be provided. In a statement such as:

“The Contractor shall provide all labor, supervision, technical services, tools, materials, equipment, transportation, operation, maintenance, and repair of the real property, transportation equipment, installed equipment, and hazardous waste clean-up, at the U.S. Naval _____ and the following remote areas.”

The Contractor must have personnel stationed in the “area of performance” with full authority to provide the necessary resources to meet any and all requirements of the contract. The Contractor must be provided with a list of functions for which services are desired.

Working Hours

Regular working hours and holidays including exceptions for specific functions must be given. In addition, emergency services provisions are outlined.

Contractor Quality Control & Government Quality Assurance

Reference to the responsibilities and rights of both parties must be mentioned and respective clauses in Section E should be refer to.

Partnering

Provisions for partnering during the contract performance period should be explained in detail with the goals and responsibilities of each party.

Definitions - Technical

All contractual terms which may create confusion or need clarification should be defined in this section. The following are some examples:

- “At no additional cost to the government”.
- “As required”.
- “But not limited to”.
- Customer.
- Frequency of Service.
- Labor Hour (LH) Unit Price.
- Maintenance.
- Preventive Maintenance.

CHAPTER 11

GOVERNMENT AND CONTRACTOR FURNISHED ITEMS

Government Furnished Facilities, Equipment, Materials, and Service

In accordance with FAR 52.245-2 "Government Property (Fixed Price) Contracts APR 84", the government may provide to the contractor facilities, described in the attachment section. If elected by the activity, not only facilities but equipment, materials, and services may be provided in order to use existing facilities, reduce the contract value and foster a partnering relationship. All the terms for the use, maintenance, and replacement of such must be provided. A joint inventory should be explained and outlined.

Contractor Furnished Items

Except for the items identified in the previous clause, the Contractor shall furnish all tools, equipment, transportation, materials, chemicals, supplies, and services to perform all requirements of the contract as specified in the contract. The terms for the following areas should be explained in detail with reference to other sections if further clarification is required:

- Staging.
- Vehicle fuel and lubricants.
- Parts/Equipment replacement requirements.
- Administrative equipment.
- Communication equipment (telephones, paging system, radio communication).
- Temporary facilities (Contractor provided).
- Forms.
- Critical Spare Parts.

A special clause for government use of contractor owned property should be outlined, explaining the authority to use contractor property in case of non performance.

CHAPTER 12

GENERAL FIXED PRICED WORK REQUIREMENTS

In this section of the contract an explanation in detail of the required fixed priced work must be presented. In particular Service Call Work with its categories and Minor Work with its types.

Service Call Work

Service calls are use to provide for unscheduled maintenance and repair tasks. Each service call is limited to total labor hours requirements or material cost of no more than a historical number of hours or dollar value covering the average service work for each particular area of performance as defined in their appropriate section. An exception is necessary for Transportation and Hazardous Waste services which are explained in their proper sections. Service calls are to be initiated by the Government through authorized personnel, with the exception of the following functions:

- Heating Plants and Pathological Incinerators.
- Water Plants and Systems Services.
- Wastewater Treatment Plants and Systems Services.
- Swimming Pool O&M.

Service calls may also be performed for miscellaneous type items which are not specific to any one function, for example, general cleanups, inventories, etc.

The Contractor shall perform service call work in accordance with the specifications in the contract and general industry standards. Service calls shall not be used to perform recurring work, minor work, rework, scheduled maintenance, or preventive maintenance. Service calls may require a combination of two or more trades. Service calls

not responded to with the appropriate craftsmen must be considered non-responsive. A projected work load of service calls must be provided in the appropriate attachment. A provision for backlogged work shall be included to avoid confusions at the beginning of the performance period.

Service Calls Adjustments

On a quarterly basis, the Contractor shall submit a list of all service calls and the respective performance costs to the contracting officer. These service call list shall be used for reviewing if the projected quantity of ordered service calls exceeded the historical amount and the workload variation amount stated in the contract. A workload variation clause, will provide a tolerance for performance in work of usually fifteen (15) percent of the stated performance quantity. All service call conversions to Minor Work or Indefinite Quantity Work, deletions , repetitions, and cancellations shall not be included. It is the intend of this action not to make the contractor "whole" but to avoid claims and requests for equitable adjustment with respect to impact cost, quantity, or value of the service work performed.

Processing Service Calls

The Government will receive all service call requests except Transportation Services, twenty-four (24) hours a day, seven (7) days a week through Trouble Desks; processing transportation service calls is described in its section. The Government may elect to surrender the trouble desk responsibility to the Contractor as an understanding of the process is developed by the Contractor. There shall be a separate trouble desk to receive service calls for Family Housing Services. The Government will be responsible for screening, assigning service call numbers, and classifying service calls by priority

(Emergency, Urgent, or Routine). A job order shall be initiated with a tracking and status reporting number. The Contractor shall establish a reception desk for receipt of service work requests at all times. The Government shall reserve the right to upgrade or downgrade service call classifications. In addition the Contractor shall provide the status of all service calls at the beginning of every workday to the contracting officer or its representative.

Service Call Classifications

Emergency

Service calls will be classified by the Government as emergency calls when the work consists of repairing or restoring services which constitute an immediate danger to personnel, threaten to damage property, adversely affect and disrupt the operational mission of facilities, or would soon inconvenience and affect the health or well being of personnel. The response time to correct the problem is within thirty (30) minutes of receiving the call. The Contractor shall work continuously without interruption until the emergency condition is arrested and the work is completed. If the Contractor determines that the total work labor hours, material, parts or equipment needed to complete the call will exceed the service call limits, he shall, after arresting the emergency, work continuously during the normal working hours (eight (8) hours per day) up to the limits of minor work.

If it is determined that the work will exceed the limits of minor work, the Contractor shall submit within three (3) calendar days a detailed description of the work required, a labor and material cost estimate in accordance with a Preparation of Estimates provision within the contract. If the contracting officer agrees with the estimate, the work

will be ordered as either Minor Work or Indefinite Quantity Work, whichever is appropriate and the issued service call will be canceled. If the contracting officer does not agree that the work exceeds service call limits the Contractor shall complete the work under the original service call.

Urgent

Service calls will be classified by the Government as urgent calls when the work consists of repairing or restoring services which do not endanger personnel, threaten to damage property or adversely affect and disrupt the operational mission of facilities immediately, but would soon inconvenience and affect the health or well being of personnel, damage property or disrupt operational missions. The response time to correct the problem is within two (2) hours of receiving the call. The completion time criteria should follow the aforementioned criteria for emergency applied to urgent service calls.

Routine

Service calls will be classified by the Government as routine calls when the work does not qualify as an emergency or urgent call. Examples of routine calls are roof leaks, dripping faucets, moving or installation of equipment, etc. Except for family housing and BEQs/BOQs and Transportation services, the response time to correct the problem is within fourteen (14) days of receiving the call. Routine calls from the previously mentioned areas shall be completed within five (5) calendar days. Routine calls for Transportation are to be completed in accordance with specified criteria in the transportation section of the specification. The completion time criteria should follow the aforementioned criteria for urgent calls applied to routine service calls.

Minor Work

The Contractor shall perform all minor work as part of the firm-fixed-price-portion of the contract. Minor work is work that exceeds the limits for labor hours or material cost of a service call, but would not necessarily require separate job planning, estimating, or scheduling. Minor work includes jobs such as installed equipment or parts replacement and repair, water line repairs, road repair, structure repair, fence repair, etc., and minor facility repairs and alterations. The Contractor shall provide CESE construction equipment at no additional cost to the Government.

All minor work will be requested on a Work Request or by issuing a Shop Repair Order (SRO) for transportation services and shall be received by the Contractor eight (8) hours per day, five (5) days per week, excluding holidays. The Government or the Contractor may initiate work requests; however, no work shall be performed or paid for unless the work is specifically authorized by the Contracting Officer in writing. All minor work ordered on work requests is in the firm fixed price portion of the contract. Once the Contracting Officer has issued a Work Request or SRO for performance of minor work and the Contractor has accepted the Work Request/SRO is considered to be fixed price regardless of the number of labor hours or material dollars actually expended by the contractor. If the Contractor does not agree with the categorization of the Work Request/SRO, the Contractor shall return it to the contracting officer to indicate non acceptance of categorization. The returned Work Request/SRO shall be accompanied by the contractor's estimate, the category of work will be negotiated if necessary to settle the disagreements.

Classification of Minor Work

Minor work is classified into two categories: I and II. Minor work I applies to all functions except Hazardous Waste and Transportation Services. Category II applies to Transportation only and is specified in the Transportation Section. There is no Minor Work in Hazardous Waste due to the nature of the services. Minor work category I, type I will be limited to total labor hours or total material cost no more than fifty (50) hours or \$3000.00 per job. An estimated quantity of this services must be given based on historical data. The completion time is within fifteen (15) calendar days. Minor work category I, type II will be limited to total labor hours or total material cost no more than eighty (80) hours or \$6000.00 per job. An estimated quantity of this services must be given based on historical data. The completion time is within thirty (30) calendar days.

Upon completion of each request, the Contractor shall obtain from the facility manager or requester acknowledging completion. This acknowledgment does not constitute inspection or acceptance by the government.

Preventive Maintenance

The Contractor shall provide all required Preventive Maintenance (PM) servicing and inspectors under the FFP portion of the contract to the equipment and systems identified in each function and listed in the respective attachment. Preventive Maintenance work shall begin immediately upon assumption of the contract. Repair work requiring less than two (2) labor hours or \$50.00 in material cost shall be completed as part of PM work. When developing the annual PM plan and monthly schedules, the Contractor shall level load each annual, semi annual, and quarterly PM requirement to the maximum extent possible.

Based on the annual PM plan the Contractor shall develop a daily work schedule for the coming month. All PM services shall be performed on the day scheduled in the approved contractors monthly schedule or at the time specified in the contract unless prior approval is obtained from the Contracting Officer. The PM window starts on the PM due date and extends for the number of days allowed for the periodicity. The number of calendar days in the PM window are shown below.

| <u>PM Periodicity</u> | <u>Number of Days in Window</u> | <u>Reinspection Schedule</u> |
|-----------------------|---------------------------------|------------------------------|
| Weekly | 2 | every 2 days |
| Biweekly | 3 | every 3 days |
| Monthly | 6 | every 6 days |
| Quarterly | 12 | every 12 days |
| Semi Annual | 22 | every 22 days |
| Annual | 30 | every 30 days |

PM's will be inspected upon completion or at the end of the window, whichever comes first. PM's not completed within the window will be reinspected for timeliness according to the PM table. If the Contractor finds it necessary to reschedule it can request a deferment to the Contracting Officer. A deferred maintenance shall be submitted for the items approved. If the equipment or system is not in operation during the scheduled PM, the Contractor shall complete the PM within the number of calendar days specified in the table below after the equipment or systems have been restored to working condition by the contractor.

| <u>PM Frequency</u> | <u>Number of Calendar Days</u> |
|---------------------|--------------------------------|
| Weekly | 2 |
| Biweekly | 3 |
| Monthly | 6 |
| Quarterly | 12 |
| Semi Annual | 22 |
| Annual | 30 |

PM checklists for applicable functions are provided in corresponding attachments. In addition should the Contractor replace a system, component, or equipment item with the latest manufactured state-of-the-art equipment, such that the PM checklist requires updating, then the Contractor shall provide the revised checklist consistent with the manufacturer's recommendations.

All PM work shall be of journeyman quality and all specified work items or checkpoints, servicing, corrections and reporting shall be performed completely, correctly, and neatly. All PM servicing materials, supplies and parts shall be new and conform to the specifications in corresponding attachments. All workmanship shall conform with the applicable requirements of corresponding attachments, PM checklists and maintenance requirements of the corresponding NAVFACENGCOM O&M manuals.

The Contractor shall ensure that PM work is given the priority and manpower to accomplish all assigned work within the allowed time frame. Lack of parts, materials, supplies, and equipment which delay PM work shall not be an acceptable cause for non performance of PM work. **PRIOR TO COMMENCEMENT OF THE CONTRACT THE CONTRACTOR SHALL ASSESS THE PARTS NEEDS OF THE CONTRACT SO THAT ON THE FIRST DAY OF THE CONTRACT THE CONTRACTOR SHALL PERFORM THE PM PROGRAM SATISFACTORILY.**

Equipment/Systems Tagging

During the initial PM inspection the Contractor shall ensure that each item on the annual inspection plan is tagged. Each tag shall contain a unique tag number, the equipment or system location and description, and the frequency of PM requirements. The unique tag number shall be added to the annual PM plan, as the number is assigned. The

tags shall be pre-printed and shall withstand local weather conditions. A sample shall be submitted for the Contracting Officer approval before tagging begins. The tag will remain on the equipment and be updated each time PM or repair is performed. The tag will form part of the Government's QA program for the contract. Tagging shall be considered FFP work and tags shall be provided by the Contractor.

PM Work

During the course of PM, the Contractor shall make every effort to correct any deficiencies found. Any deficiencies identified which can not be corrected within the limits of PM work shall be reported on PM Checklists and PM Report Form (in an attachment). During the course of performing scheduled PM in accordance with the PM Checklists, any fire protection equipment that fails to work and can not be reactivated within the limits of the PM, the contractor shall immediately notify the contracting officer and fire department of the deficiency.

Recurring Work

The Contractor shall perform all recurring work within the FFP portion of the contract. Recurring work is plant operation and unscheduled or scheduled maintenance, repair, alteration, and other miscellaneous services work performed on a known constant or repetitive schedule. An annual recurring work plan identifying time and frequencies for performing work in each function shall be developed by the contractor and submitted to the contracting officer for approval within sixty (60) calendar days after contract award.

The Contractor shall provide engineering services to support his utilities and shop forces. This includes but is not limited to operation, maintenance, repair, and priority service work due to configuration changes of utility systems or equipment replacement. It

also includes investigation and reporting on unplanned utility and equipment outages and failures. All test and measurement equipment (T&M) used in the performance of the contract shall be calibrated by a certified precision measurements laboratory in the frequency specified by the NAVSEA OD45845. At no time shall any item of T&M equipment requiring calibration be used without current calibration. A sample chart for Firm Fixed Price Work in a BOSC is shown in Appendix G.

CHAPTER 13

WORK DOCUMENTATION, ADMINISTRATION AND MANAGEMENT SYSTEMS

Indefinite Quantity Procedures

Indefinite Quantity (IQ) Work consists of Unit Price Work items and Level of Effort (Labor Hour or Labor Time) items. The cost of any single job for IQ work is limited to a total cost of \$25,000. IQ unit price work will be ordered as separate tasks or combination of tasks from the Schedule of Indefinite Quantity Work as bid by the Contractor in Section B of the contract. The Contractor will be required to perform all work at the bid unit price for that item. The time for completion will be identified on the delivery order. IQ level of effort work will be negotiated. The Contractor will be paid a negotiated fixed price for each delivery order issued. Line items to support labor and a line item for associated materials and equipment excluding CESE will be listed in Section B, Schedule of Indefinite Quantity Work. These line item unit prices will be utilized by the Contractor in preparing his/her estimate for an IQ Work Request for Proposal (RFP).

The Contractor shall perform all IQ work issued by the Government subject to the delivery order limitations clause in Section I. All IQ work shall comply with the appropriate requirements listed in the performance sections, applicable specifications in the attachments, and requirements of the delivery order. If during the performance of IQ work the Contractor encounters unforeseen conditions related to the Government developed scope of work which impacts the original work and which could not be evaluated during the initial estimating process, the Contractor shall not proceed without Contracting Officer authorization. The Contracting Officer will direct the Contractor to provide all details and

recommendations for the unforeseen condition and prepare an estimate for this portion only. The Contracting Officer may, after review and approval of the estimate, issue a modification to the original delivery order for only the change of scope.

All IQ work shall be completed by the date established during negotiations unless modified by issuance of a SF30, Amendment of Solicitation/Modification of Contract. Lack of materials, supplies, equipment, tools, CESE, and transportation shall not be an acceptable cause for unsatisfactory performance of IQ work completion dates. Non compliance with scheduled completion dates shall be subject to deductions in accordance with Section E, "CONSEQUENCES OF CONTRACTORS FAILURE TO PERFORM REQUIRED SERVICES".

The Contractor shall notify the Contracting Officer upon contractor's quality control acceptance of each completed project to schedule a final inspection. No work will be accepted by the Government until a final inspection is held and all discrepancies are corrected. The Contractor shall correct all discrepancies and latent defects work shall be identified by the Contractor. All IQ work is subject to 100% inspection by the Government.

The Government will issue RFP for IQ work. The following information will be included:

1. RFP number.
2. Date of issue by Government.
3. Required estimate completion date.
4. Priority assigned.
5. Scope of Work description and drawings, if applicable.

The Contractor shall then prepare a cost estimate for the requested work, utilizing Engineering Performance Standards (EPS) and for Transportation services, the Chilton or

Mitchell Standards. The estimate shall include itemized costs for labor, material plus all other supporting information, documentation, and calculations. Cost estimates shall be forwarded to the Contracting Officer within ten (10) working days of receipt of the RFP. Additional time may be allowed at the discretion of the Contracting Officer for particularly complex IQ work. After reviewing the proposal, a final firm-fixed-price for the IQ work will be negotiated. If the Contractor and Government fail to agree on the price for any IQ work, the Government reserves the right to unilaterally establish the price and the Contractor may dispute the action as provided in the Disputes Clause in Section I. Sample work flow charts are shown in Appendix H.

Automated Work Management System

The Contractor shall provide and maintained an automated, on-line maintenance management system with on-line and batch processing capabilities. The system shall include an equipment and facility inventory control data base, a work requirements tracking system, and a station history file of completed work. This documentation shall be the property of the Government (available for QAE inspection at all times), and shall be turned over to the Contracting Officer upon completion or termination of the contract. In addition the Contractor shall conform with the following requirements:

1. Equipment and Facility Inventory Control Data Base.
2. Work Requirements Tracking System.
3. Station History File.
4. Annual or One-Time Records and Reports.
5. Quarterly Records and Reports.
6. Monthly Records and Reports.
7. Technical Library Updates (Maintained by the Government).

CHAPTER 14

PEST CONTROL SERVICES

Work Requirements

The work to be accomplish for this function includes all chemical and mechanical pest control services at the Installation. Additional requirements are provided in Attachment J-C7. The work shall be provided by individuals certified by the cognizant state to provide pest control in "Industrial, Institutional, Structural, and Health-Related Pest Control". The Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification.

Service calls will be issued for the control of, but not limited to, cockroaches, ants, spiders, rats, mice, wasps and bees, swarming termites, snakes, live animal trapping, and carcass removal and disposal. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are also required:

1. Anthropoid Pest Control.
2. Rodent Live Trapping.
3. Fly Control Treatment at Sanitary Landfill Areas (if required).
4. Adult Mosquito Control.
5. Maintain Rat, Mice, and Rodent Poison Bait Stations.
6. Commissary Rodent Control.
7. Substation Vegetation Control.
8. Records and Reports.
 - Daily Records.
 - Monthly Report.
 - Monthly Pest Control Plan.
 - Contractors Pest Management Plan.

- Pesticide List and Label Book.

All pesticides used by the Contractor shall be registered with EPA and applicable state agency for the use intended, and used in strict conformance with label directions.

CHAPTER 15

ELECTRICAL DISTRIBUTION SYSTEMS SERVICES

Work Requirements

The work to be accomplish for this function includes maintenance and repair of the Electrical Distribution System at the Installation. Additional requirements are provided in Attachment J-C8. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all categories of electrical equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C8 and equipment manufacturer's technical manuals.

Service calls will be issued to correct electrical deficiencies such as unscheduled power outages, traffic signals, exterior lighting, system components, airfield lighting, etc. Service calls will be issued and classified by the Government. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to correct electrical deficiencies. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Shore Utility Connections/Disconnections.
2. Substation Operation/Inspection and Meter Reading.
3. Primary and Main Substation Energized/De-Energized.
4. Transformer Station De-Energized.
5. Airfield Lighting.
6. Cathodic Protection System.
7. Static Ground System.
8. Installed Emergency Generator.

9. Records and Reports.

- Daily Records.
- PCB Records.

CHAPTER 16

BOILERS, WATER HEATERS, AND PATHOLOGICAL INCINERATOR SERVICES

Work Requirements

The work to be accomplished for this function includes operation, inspection, maintenance, repair, and annual overhauls on the various boilers, water heaters, and pathological incinerators the Installation. Additional requirements are provided in Attachment J-C9. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C9 and equipment manufacturer's technical manuals.

The Contractor shall perform repairs up to the limits of a service call at no additional cost to the Government, as part of his plant operation responsibilities specified. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to repair and maintain boilers, water heaters, and pathological incinerators. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Hospital and Naval Station Boilers Operation.
2. Hydrostatic Pressure and Operational Test.

3. Preventive Maintenance of Hospital and Naval Station Boilers and Water Heaters.
4. Preventive Maintenance of Pathological Incinerator.
5. Records and Reports.
 - Operating Procedures.
 - Operational Logs.
 - Boiler Water Daily Records.

CHAPTER 17

WATER TREATMENT PLANTS AND DISTRIBUTION SYSTEMS SERVICES

Work Requirements

The work to be accomplished for this function includes operation, maintenance, and repairs of the water treatment plant and water distribution system at the Installation. Additional requirements are provided in Attachment J-C10. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C9 and equipment manufacturer's technical manuals. The Contractor shall perform repairs up to the limits of a service call at no additional cost to the Government, as part of his plant operation responsibilities specified. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to repair and maintain water treatment plants and distribution systems. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Water Treatment Plant Operation.
2. Water Sampling and Analysis.
3. Booster Pump Operation (if required).
4. Water Distribution System Operation.
5. Preventive Maintenance (blower, aerator, clarifier, chlorinator, pump, valves, fire hydrant, etc.).
6. Records and Reports.

CHAPTER 18

WASTEWATER TREATMENT PLANTS AND SYSTEMS SERVICES

Work Requirements

The work to be accomplished for this function includes operation, maintenance, and repairs of the wastewater treatment plant, the complete collection/distribution system, and septic tanks distribution system at the Installation. Additional requirements are provided in Attachment J-C11. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C11 and equipment manufacturer's technical manuals.

The Contractor automatically shall perform repairs up to the limits of a service call at no additional cost to the Government, as part of his plant operation responsibilities specified. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to repair and maintain wastewater treatment plants and collection/distribution systems. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Wastewater Treatment Plant Operation.
2. Laboratory Testing and Process Control.
3. Lift Station Operation, Collection System, and Septic Tank System.

4. Preventive Maintenance (comminutor, aerator, blower, clarifier, wet and dry well tank, septic tank, mixer sewage, chlorinator, pump, trickling filter, grit drive sewage, valves, etc.).
5. Records and Reports.
 - Certification Training.
 - Records and Operational Logs.
 - Discharge Monitoring.
 - Notice of Violations.

CHAPTER 19

REFRIGERATION AND AIR CONDITIONING EQUIPMENT SERVICES

Work Requirements

The work to be accomplish for this function includes maintenance, and repair service for air conditioning, ventilation, and refrigeration equipment, and related systems listed in Attachment J-C12 at the Installation. Attachment J-C12, provides a current listing of refrigeration and air conditioning systems and equipment to be maintained under this contract. The actual mix of equipment and systems listed may vary from time to time, however, the general mix should remain reasonably consistent. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C12 and equipment manufacturer's technical manuals.

Service calls will be issued as necessary to maintain refrigeration and air conditioning equipment in proper working condition. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to maintain refrigeration and air conditioning equipment. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements in preventive maintenance are required:

1. Centrifugal Water Chiller.
2. Chilled Water Units.

3. Refrigeration Systems.
4. Cold Storage Plant Refrigeration Systems.
5. Air Handling Units, Hospital (if required).
6. Air Handling Unit, Split, and Chilled Water Systems.
7. Cooling Tower.
8. AC Package Units.
9. Split AC Systems.
10. Computerized AC Units.
11. Ventilation Systems.
12. Fan Type Cooling Coils.
13. Induction Type Cooling Coils.
14. Records and Reports.
 - Treated Water Systems.
 - Interruption in Service of Cold Storage Plant.

CHAPTER 20

HOUSING MAINTENANCE SERVICES

Work Requirements

The work to be accomplish for this function includes: service calls (including management of the appliance pool as an integral part of appliance service call work), change of occupancy maintenance including painting, operation of the self-help store, management and repair of loaner furniture, appliance replacement, vinyl tile replacement, carpet replacement, concrete repair, and termite treatment, preventive maintenance, of air conditioning equipment, maintaining the facilities history files, and providing the cost account report. All Family Housing real property assets at the Installation should be listed in Attachment J-C13. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C13 and equipment manufacturer's technical manuals.

Service call work includes but is not limited to general maintenance and repair (including playground equipment), pest control, and appliance repair. Family Housing service calls shall not be placed for ants, roaches, or any other infestation. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the

previously mentioned provisions. Inter-station moves shall be ordered as routine service calls. The contractor shall provide vehicles with operators/laborers to move housing residents from one house on base to another at the convenience of the Government.

When appliance service call repairs require more than four (4) hours to complete, the contractor shall remove the malfunctioning appliance from the housing unit and install a replacement appliance from the appliance pool, which is similar in function, design, size, capacity, color, and overall appearance. The contractor shall maintain an appointment desk during normal working hours and shall make appointments with tenants for all routine scheduled work and urgent service calls, and for all work that was responded to but could not be accomplished because the tenant was not at home. The following recurring work performance requirements in preventive maintenance are required:

1. Change of Occupancy Maintenance.
2. Managing and Repair of Loaner Furniture.
3. Family Housing Self-Help Store.
4. Appliance Pool and Replacement.
5. Preventive Maintenance.
 - Playground Equipment.
 - Change A/C Filters in Housing Units.
 - A/C Preventive Maintenance.
6. Records and Reports.
 - Cost Account Report.
 - Quarterly Appliance and Loaner Furniture Report.

CHAPTER 21

NON-FAMILY HOUSING BUILDINGS AND STRUCTURES SERVICES

Work Requirements

The work to be accomplish for this function includes repair, alteration work, and equipment installation for the buildings, structures, facilities and installed equipment at the Installation. Attachment J-C14, provides additional general requirements, and a current listing of the buildings, structures, facilities and installed equipment at the Installation. The actual mix of equipment and systems listed may vary from time to time, however, the general mix should remain reasonably consistent. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C14 and equipment manufacturer's technical manuals.

Service calls will be issued as necessary to accomplish barracks room repairs and painting as well as to correct normal building and equipment deficiencies such as those associated with sport and recreational areas, bus stop shelters, target range equipment, flag poles, fencing, flood gates, hospital systems, elevators, dumbwaiters, appliances, galley equipment, and etc. A completion time exception should be noted, downtime for elevator or dumbwaiter system shall not exceed sixteen (16) regular working hours during any monthly period. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification

limits. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Hospital Vacuum System.
2. Hospital Oxygen and Nitrous Oxide Lines and Cylinders.
3. BOQ/BEQ Washer and Dryer Repair/Replacement.
4. Elevator Certification.
5. Preventive Maintenance.
 - Pumps.
 - Galley Items.
 - Hospital Items.
 - Elevators and Dumbwaiters.
 - Grease Traps.

A detail specifications summary should be included in this section for areas in Carpentry and Masonry.

CHAPTER 22

ROADS, SURFACE AREAS, AND CONCRETE STRUCTURE SERVICES

Work Requirements

The work to be accomplished for this function includes maintenance, and repair of all bituminous pavements, surfaced areas and other structures at the Installation. Attachment J-C15, provides a current listing of roads, surfaced areas and other structures. Repairs to be performed include resurfacing, spot repair, and crack sealing for all surfaced areas to include roads, and road shoulders paved and unpaved, concrete bridges, parking lots, sidewalks used for vehicular, pedestrian, or aircraft traffic. Culverts, storm sewers, curbs, drain gutters, ramps, loading docks, piers, supporting embankments, traffic and other signs, and road stripping/markings are also included. Attachment J-C15, provides additional general requirements. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C15 and equipment manufacturer's technical manuals.

Service calls will be issued as necessary to accomplish repairs or replacement if necessary to sign, airfield pavements, storm drainage system, playing court, road, security fence, removal of accident debris, etc. Response time and completion exceptions: pursuant to routine service call response time requirements, traffic or warning signs shall be replaced within two (2) regular working days with a temporary or warning sign until such

time a permanent replacement is available. For accident debris service calls, the Contractor shall clear all debris from the roads and adjacent areas within one (1) hour of notification during normal working hours. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to correct other road, surfaced areas, and concrete structures deficiencies. Service calls and Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements in are required:

1. Road Markings.
2. Records and Reports (Monthly Report and Schedule).

A detail specifications summary should be included in this section for areas in Bituminous Pavement, Concrete Pavement, and other Concrete Structures.

CHAPTER 23

FIRE PROTECTION SYSTEMS SERVICES

Work Requirements

The work to be accomplished for this function includes maintenance, and repairs of permanently installed fire protection equipment and related systems listed at the Installation. Attachment J-C16, provides a current listing of fire protection systems to be maintained under this contract. The actual mix of equipment and systems listed may vary from time to time, however, the general mix should remain reasonably consistent. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C16 and equipment manufacturer's technical manuals.

Service calls will be issued as necessary to maintain fire protection systems and components condition. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to maintain fire protection systems and components. Service calls and Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring performance requirements in preventive maintenance are required:

1. Fire Alarm Systems.
2. Extinguishing Systems.
3. Post Indicator Valves.
4. Fire Pumps.

5. Records and Reports.

- Daily Reports.
- Monthly Reports.
- Operational Test and System Disabling Notifications and Reports.
- Malfunctioning Systems Reports.

CHAPTER 24

TRANSPORTATION SERVICES

Work Requirements

The work to be accomplish for this function includes the operation, maintenance and repair services for Civil Engineering Support Equipment (CESE) consisting of transportation vehicles, weight handling equipment (WHE), and material handling equipment (MHE) at the Installation. Attachment J-C17, provides a current inventory of the vehicles and equipment under this contract. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C17 and equipment manufacturer's technical manuals.

The contractor shall perform operations and maintenance functions in the contract according to the NAVFACENGCOM publication P-300 as a guideline. The contractor shall furnish all the facilities, equipment, and materials not provided by the government in Attachment J-C17. Service calls will be issued as necessary to operate, repair, or maintain CESE. Service calls can be order for, but not limited to: Emergency Repair Work, Wrecker Road Service, and Transfer of Special Equipment. Historical data for service calls and recurring work is provided in the attachment section.

Minor work is allowed for work beyond the service call specification limits. Minor work orders will be issued by the Government. Minor work category II, type I will be

limited to total labor hours or total material cost no more than four (4) hours or \$100.00 per job. An estimated quantity of this services must be given based on historical data. The completion time is within five (5) calendar days. Minor work category II, type II will be limited to total labor hours or total material cost no more than eight (8) hours or \$400.00 per job. An estimated quantity of this services must be given based on historical data. The completion time is within fifteen (15) calendar days. Minor work category II, type III will be limited to total labor hours or total material cost no more than twenty-four (24) hours or \$2000.00 per job. An estimated quantity of this services must be given based on historical data. The completion time is within thirty (30) calendar days.

Upon completion of each request, the Contractor shall obtain from the facility manager or requester acknowledging completion. This acknowledgment does not constitute inspection or acceptance by the government. Minor work orders will be ordered by the Government by issuing Shop Repair Orders (SRO). The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Vehicle Equipment and Motor Pool Dispatching.
2. Unscheduled Repair.
3. Taxi Service.
4. Shuttle Bus Service.
5. School Bus Service.
6. Unscheduled Bus Service.
7. Safety Inspections.
8. Battery Service
9. Tire Service
10. Delivery and Inspection of CESE.
11. Transfer of Equipment.
12. Heavy Trucking Support.
13. Construction Equipment Services.
14. WHE and MHE Services.
15. Certification of WHE and MHE.

16. Floating Crane Operation and Maintenance (if required).
17. Street and Paved Areas Sweeping.
18. Driver Testing and Licensing.
19. Preventive Maintenance for all Alpha Codes of CESE.
20. Records and Reports such as:
 - Safety Plan.
 - Preventive Maintenance Schedule.
 - Street Sweeping Schedule.
 - Transportation Cost Report.
 - Fuels Report.
 - Downtime Report.

Additional detailed specifications shall be included to specify effort of performance in areas such as Equipment Downtime and Deadline, Deferred Maintenance, Repair, Replacement Material, Parts, Equipment, and others.

CHAPTER 25

HAZARDOUS WASTE SERVICES

Work Requirements

The work to be accomplish for this function includes spill clean-up, packaging, labeling, testing, inspection, transportation, less than ninety (90) day storage and disposal of hazardous waste at the Installation. Attachment J-C18, provides a current listing of hazardous waste that may be encountered at the Installation. The work shall be provided by qualified and certified individuals. Within thirty (30) days after contract award the Contractor shall form and train an On-Scene Operation Team and name an Oil and Hazardous Substance coordinator in accordance with 29 CFR regulations. The Contractor shall control, collect, and dispose of all hazardous waste, in accordance with applicable state and naval regulations, which is generated by his performance of work under the contract.

The Contractor shall be responsible for the satisfaction of all applicable regulatory agency requirements, including those for permit compliance. In the event a regulatory agency assesses a monetary fine against the Government for violations caused by contractor negligence, the Contractor shall reimburse the Government for the amount of the fine and all legal expenses incurred. The Contractor shall furnish all material, equipment including a storage facility if required. The Contractor is also responsible for the response to, containment, clean-up, packaging, labeling, documentation, and disposal off Government property of all spills which he causes or contributes to. All such work shall be accomplished at no additional cost to the Government. The Contractor may store

this waste in the less than ninety (90) day facility as long as it does not preclude storage of Government hazardous waste.

Service calls will be issued as necessary to clean-up, monitor and transport hazardous waste. Monitoring hazardous waste will not be initiated by a call to the service call desk, it will be contractor initiated. Historical data for service calls and recurring work is provided in the attachment section. The Contractor shall perform IQ work in accordance with the aforementioned provisions. The following recurring work performance are required:

1. Hazardous Waste Clean-up.
2. Contractor Monitoring of Hazardous Waste.
3. Transportation of Hazardous Waste.
4. Disposal of Hazardous Waste.
5. Records and Reports such as:
 - Working File.
 - Weekly Report.
 - Annual Report.

CHAPTER 26

SWIMMING POOL OPERATION AND MAINTENANCE SERVICES

Work Requirements

The work to be accomplish for this function includes operation and maintenance of all swimming pool equipment, grounds maintenance, and janitorial services for the pools at the Installation. Attachment J-C19, provides a listing of pools and equipment to be maintained under this contract. Additional general requirements are provided in Attachment J-C19. The work shall be provided by qualified and certified individuals. The Contractor shall be responsible for maintaining all equipment, including performing preventive maintenance as required, in addition the Contractor shall comply with all referenced requirements in the official publications listed in the appropriate attachment as they apply to the services covered by the specification and the latest guidance contained in applicable references listed in Attachment J-C19 and equipment manufacturer's technical manuals.

The Contractor shall perform repairs up to the limit of a service call at no additional cost to the Government as part of operating the swimming pools. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Maintain Water Quality.
2. Cleaning and Vacuuming of Pools.
3. Janitorial Services.
4. Operation and Maintenance.

5. Preventive Maintenance.
6. Records and Reports.
 - Daily Records.
 - Operational Logs and Records.
 - Monthly Report.
 - Standard Operating Procedure.

CHAPTER 27

GROUNDS MAINTENANCE SERVICES

Work Requirements

The work to be accomplish for this function includes grounds maintenance services at the Installation. Attachment J-C20, provides a current listing of all areas to receive grounds maintenance under this contract. The Contractor shall furnish all facilities and equipment to be used in the performance of this section. Service calls will be issued as necessary to maintain grounds. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to maintain the grounds. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Weekly Grass Cutting.
2. Bi-Weekly Grass Cutting.
3. Quarterly Grass Cutting.
4. Semi-Annual Tree Line Trimming.
5. Monthly Fence Line Maintenance.
6. Special Area Grass Cutting.
7. Daily Policing.
8. Special Area Quarterly Mulching.
9. Special Area Irrigation.
10. Special Area Soil Test Sampling.
11. Weekly Vacant Quarters Maintenance.
12. Daily Beach and Waterfront Maintenance.
13. Palm Tree Pruning.
14. Quarterly Storm/Drainage Ditch Maintenance.
15. Records and Reports (Weekly Work Schedule).

CHAPTER 28

CUSTODIAL SERVICES

Work Requirements

The work to be accomplished for this function includes custodial services at the Installation. Attachment J-C21, provides a current listing all facilities to be serviced under this contract. The Contractor shall furnish all equipment to be used in the performance of this section. Service calls shall consist of providing high dusting/cleaning and other miscellaneous tasks. Service requirements are specified by five (5) different classes of service. Each space is identified as to which class of service it will receive. Class of service is determined by the frequency of tasks required. Attachment J-C21 contains floor plans for each facility cleaned by the Contractor. Spaces in each facility serviced are identified by a symbol with a number inside. One space is comprised of 350 square feet to 650 square feet of floor space area. Each restroom is considered a space regardless of its size. Work items in each class of service are specified in the task frequency charts in attachment J-C21. The Contractor shall provide the different classes of cleaning for each space as indicated on each floor plan. Historical data for service calls and recurring work is provided in the attachment section. The following recurring work performance requirements are required:

1. Class A Service - Highest level of service to be provided, for areas where constant use and appearance is of great concern.
2. Class B Service - Level of service for administrative and office areas.
3. Class C Service - Level of service for restrooms, locker rooms, and janitorial closets.
4. Class D Service - Level of service for areas of low use or in production areas and shops.
5. Class E Service - Minimum level of service for storage areas, mechanical rooms, etc.

6. Records and Reports (Monthly Schedule).

Additional detailed specifications shall be included to specify effort of performance in areas such as Carpet and Rugs, Space Cleaning, and others.

CHAPTER 29

INTEGRATED SOLID WASTE MANAGEMENT SERVICES

Work Requirements

The work to be accomplished for this function provides refuse containers, refuse collection, disposal services, recycling services, maintenance and repair of refuse containers, and Sanitary Landfill operation at the Installation. Attachment J-C20, provides a current listing of all areas to receive solid waste services under this contract. The Contractor shall furnish all facilities and equipment to be used in the performance of this section. The Contractor shall use sound engineering practices to establish routes and collection methods to effectively and efficiently perform the services requested. Landfill operation shall be in accordance with the Standard Operating Permit issued by the regulatory agency. The provisions previously mentioned in the wastewater treatment section on penalties also apply in this section.

Service calls will be issued as necessary for refuse collection and disposal, in addition to placement of containers. Historical data for service calls and recurring work is provided in the attachment section. Minor work is allowed for work beyond the service call specification limits to collect solid waste in special events. Minor work orders will be issued by the Government. The Contractor shall perform IQ work in accordance with the previously mentioned provisions. The following recurring work performance requirements are required:

1. Base and Tenant Activities Collection.
2. Family Housing Collection.
3. Foreign Garbage Collection (if required).
4. Container Cleanliness.
5. Vehicle Cleanliness.
6. Annual Maintenance and Repair of Containers.

7. Annual Painting and Stenciling of Containers.
8. Sanitary Landfill Operation.
9. Records and Reports

Additional detailed specifications shall be included to specify effort of performance in areas such as Disposal Requirements, Recycling Elements, Sanitary Landfill Operation Method, and others.

CHAPTER 30

DISCUSSION AND RECOMMENDATIONS

Base Operating Support Contracts are the answer to performing and managing the complex functions of base support services for facilities operations and maintenance in a public works structure. Privatizing services not only reduces spending but, in the case of a BOSC it reduces the duplication and overhead of separate facility support service contract actions. The Naval Facilities Engineering Command through its Engineering Field Divisions has the necessary support structure to assist any activity in the preparation and administration of a BOSC.

However, before making a decision to privatize a service for facilities operations and maintenance, the public works activity should have a complete and full understanding of the major contracting details such as bid specifications, negotiated procurement, and the availability of responsible and responsive contractors. In addition, answers to questions about financial implications of the contract, cost of layoffs, labor disputes, probable cost of contract services, the activity's cost of monitoring and administering the contract, and specific estimates of the amount of money to be saved must be provided.

Although a well planned and specified, firm-fixed-price with award fee and indefinite quantity, BOSC awarded using a two-step negotiated procurement to a competent partnering willing Contractor may seem a indisputable impediment free success in providing effective and efficient services, there are a number of possible areas of where problems can develop during performance. Service calls and Minor work orders quantities have to be well monitored and specified to avoid possible disputes when the specified quantities in the contract are surpassed by the Contractor. Plans for protest in the award of

the contract, labor disputes with possible labor strikes, and performance work too complicated for the Contractor to perform have to be made. The public works activity must remember that quantities, dollar limits, and functional areas are at the discretion of the activity based on historical data and projected work loads.

Finally, base support services are ultimately the responsibility of the public works activity. In the case of performance problems, the activity holds most of the pressure and discomfort of complaints about service or criticism of the Contractor. The activity must always be ready to take proactive and positive actions to improve the service and the contract, whether or not the Contractor is at fault.

APPENDIX A

TABLE 2 PERFORMANCE EVALUATION REPORT CRITERIA

| CATEGORY | CRITERIA ELEMENT | UNACCEPTABLE BELOW 70 | MARGINAL FROM 70 TO 79 | GOOD FROM 80 TO 89 | VERY GOOD FROM 90 TO 95 | EXCELLENT FROM 96 TO 100 |
|--|---|---|--|--|--|--|
| A. Performance of Contracts Requirements (Weighted 40%) | Quality/Quantity 75% of Category A | Unacceptable quantities of defective work. Consistently requires Government input to correct unsat. jobs & most rework not completed. | Substantial quantities of defective work. Frequently requires Government input to correct unsat. jobs & most rework completed. | Acceptable quantities of defective work. Occasionally requires Government input to correct unsat. jobs & rework completed. | Low quantities of defective work. Rarely requires Government input to correct unsat. jobs & rework promptly completed. | Minimum quantities of defective work. Most jobs do not require rework & QC program corrects all unsat. jobs. |
| | Timeliness 25% of Category A | Schedules not kept and completion dates consistently missed. | Schedules usually not kept and completion dates frequently missed. | Schedules usually kept and completion dates occasionally missed. | Schedules kept and completion dates rarely missed. | All work and schedules completed by required dates. |
| B. Management (Weighted 40%) | Cooperation 40% of Category B | Management and employees are not cooperative in meeting customer requirements. | Management and employees occasionally cooperative in meeting customer requirements. | Management and employees usually cooperative in meeting customer requirements. | Cooperation and teamwork exceed normal expectations. | Cooperation and teamwork substantially exceed normal expectations. |
| | Ingenuity/Flexibility 30% of Category B | Management and employees display no ingenuity or willingness to improve. | Management and employees occasionally display ingenuity and a willingness to improve. | Management and employees attempt improvement and ingenuity, and are occasionally successful. | Management and employees generally ingenious and innovative with success and Government benefit. | Management and employees highly innovative and ingenious w/ substantial Government benefit. |
| | Resource Utilization 30% of Category B | Management and employees are inefficient and wasteful. | Management and employees are occasionally inefficient and not cost effective. | Management and employees are efficient and cost effective. | Management and employees are highly efficient and productive with some Government benefit. | Management and employees are highly efficient and productive resulting in substantial Gov't benefit. |
| C. Performance of Indefinite Quantity (Weighted 15%) | Quality/Quantity 75% of Category C | Unacceptable quantities of defective work. Consistently requires Government input to correct unsat. jobs & most rework not completed. | Substantial quantities of defective work. Frequently requires Government input to correct unsat. jobs & most rework completed. | Acceptable quantities of defective work. Occasionally requires Government input to correct unsat. jobs & rework completed. | Low quantities of defective work. Rarely requires Government input to correct unsat. jobs & rework promptly completed. | Minimum quantities of defective work. Most jobs do not require rework & QC program correct all unsat. jobs. |
| | Timeliness 25% of Category C | Schedules not kept and completion dates consistently missed. | Schedules usually not kept and completion dates frequently missed. | Schedules usually kept and completion dates occasionally missed. | Schedules kept and completion dates rarely missed. | All work and schedules completed by required dates. |
| D. Subcontracting Plan Performance (Weighted 5%) | Meets both small business and 8(a) subcontracting plan goals. | Fails to meet either goal. | Meets one goal and demonstrates sincere effort to meet other goal. | Meets both small business and 8(a) subcontracting plan goals. | Meets both goals and substantially exceeds one. | Substantially exceeds both subcontracting plan goals. |

CONTRACTOR PERFORMANCE EVALUATION REPORT - FUNCTION NO. _____

RATINGS

Excellent 96 - 100
 Very Good 90 - 95
 Good 80 - 89
 Marginal 70 - 79
 Unacceptable Below 70

Period _____ to _____
 Contract # N62470-90-R-9340
 Contractor _____

Evaluator _____
 Signature _____ Date _____

| <u>CATEGORY A.</u> | <u>CRITERIA</u> | <u>RATING</u> | | <u>FACTOR</u> | | <u>SCORE</u> |
|--|----------------------|---------------|---|---------------|---|--------------|
| Performance of Function Requirements | Quality/ Quantity | _____ | * | 0.75 | = | _____ |
| | Timeliness | _____ | * | 0.25 | = | _____ |
| CATEGORY SCORE | | | | | | _____ |

.....

| <u>CATEGORY B.</u> | | | | | | |
|--------------------|---------------------------|-------|---|------|---|-------|
| Management | Cooperation | _____ | * | 0.40 | = | _____ |
| | Ingenuity/ Flexibility | _____ | * | 0.30 | = | _____ |
| | Resource Utilization | _____ | * | 0.30 | = | _____ |
| CATEGORY SCORE | | | | | | _____ |

.....

COMMENTS: (Provide supporting data/justification for Excellent or Marginal ratings - use additional pages as necessary)

Reviewed and Approved by
 Service Contract Manager

 Date

CONTRACTOR PERFORMANCE EVALUATION REPORT - IDO

RATINGS

Excellent 96 - 100
 Very Good 90 - 95
 Good 80 - 89
 Marginal 70 - 79
 Unacceptable Below 70

Period _____ to _____
 Contract # N62470-90-R-9340
 Contractor _____

Evaluator _____
 Signature _____ Date _____

| <u>CATEGORY C.</u> | <u>CRITERIA</u> | <u>RATING</u> | <u>FACTOR</u> | <u>SCORE</u> |
|--|----------------------|---------------|---------------|--------------|
| Performance of Function Requirements | Quality/ Quantity | _____ | * 0.75 | = _____ |
| | Timeliness | _____ | * 0.25 | = _____ |
| CATEGORY SCORE | | | | _____ |

COMMENTS: (Provide supporting data/justification for Excellent or Marginal ratings - use additional pages as necessary)

Reviewed and Approved by
 Service Contract Manager

_____ Date

INDEFINITE QUANTITY PERFORMANCE

IDQ SCORE
CONTRACT FACTOR

* 0.15

IDQ AWARD POINTS

CATEGORY D.

SUBCONTRACTING PLAN EVALUATION

SUBCONTRACTING PLAN SCORE
CONTRACT FACTOR

* 0.05

SUBCONTRACTING PLAN AWARD POINTS

TOTAL AWARD POINTS

Reviewed and Approved by
Service Contract Manager

Date

END OF SECTION E

APPENDIX B

CSI SPECIFICATION FORMAT

| Division | Title |
|----------|---------------------------------|
| 1 | General Requirements |
| 2 | Site Work |
| 3 | Concrete |
| 4 | Masonry |
| 5 | Metals |
| 6 | Wood and Plastics |
| 7 | Thermal and Moisture Protection |
| 8 | Doors and Windows |
| 9 | Finishes |
| 10 | Specialties |
| 11 | Equipment |
| 12 | Furnishings |
| 13 | Special Construction |
| 14 | Conveying Systems |
| 15 | Mechanical |
| 16 | Electrical |

UNIFORM CONTRACT FORMAT

| Section | Title | Contents |
|---|--|--|
| PART I - THE SCHEDULE | | |
| A. | Solicitation/Contract Form | SF-33(IFB) |
| B. | Supplies or Services and Prices/Costs | General Description, Bid Items, Schedule/Work |
| C. | Description/Specs/Work Statement | Technical Specifications |
| D. | Packaging & Marketing | Not used in NAVFACENGCOM's contracts |
| E. | Inspection & Acceptance | QA & QC |
| F. | Deliveries or Performance | Where, When, and Consequences of Non Performance |
| G. | Contract Admin Data | Ordering, Invoicing, etc. |
| H. | Special Contract Requirements | Special Requirements |
| PART II - CONTRACT CLAUSES | | |
| I. | Contract Clauses | Old General Provisions & Labor Standards |
| PART III - LIST OF DOCUMENTS, EXHIBITS AND OTHER ATTACHMENTS | | |
| J. | List of Attachments | Wage Determination, Drawings, etc. |
| PART IV - REPRESENTATIONS AND INSTRUCTIONS | | |
| K. | Reps, Certs, and other Statements | Reps and Certs |
| L. | Instructions, Conditions, and Notices | How to Bid |
| M. | Evaluation Factors | What Will Be Considered For Award |

APPENDIX C

Schedule of Deductions
For the
Base Period

| Item No. | Supplies/Services | Quantity | Unit | Unit Price | Total Amount |
|-------------|-------------------|----------|------|---------------|-----------------|
|-------------|-------------------|----------|------|---------------|-----------------|

C.20 GROUNDS MAINTENANCE SERVICES

Recurring Work

| | | | | | |
|--------|--|----|----|----------|----------|
| C20-01 | Weekly Grass Cutting Paragraph C.20.5.3.1 | 12 | MO | \$ _____ | \$ _____ |
| C20-02 | Bi-Weekly Grass Cutting Paragraph C.20.5.3.2 | 12 | MO | \$ _____ | \$ _____ |
| C20-03 | Monthly Grass Cutting Paragraph C.20.5.3.3 | 12 | MO | \$ _____ | \$ _____ |
| C20-04 | Quarterly Grass Cutting Paragraph C.20.5.3.4 | 12 | MO | \$ _____ | \$ _____ |
| C20-05 | Semi-Annual Tree Line Trimming Paragraph C.20.5.3.5 | 12 | MO | \$ _____ | \$ _____ |
| C20-06 | Quarterly Fence Line Maintenance Paragraph C.20.5.3.6 | 12 | MO | \$ _____ | \$ _____ |
| C20-07 | Special Area Grass Cutting Paragraph C.20.5.3.7 | 12 | MO | \$ _____ | \$ _____ |
| C20-08 | Daily Policing Paragraph C.20.5.3.8 | 12 | MO | \$ _____ | \$ _____ |
| C20-09 | Special Area Quarterly Mulching Paragraph C.20.5.3.9 | 12 | MO | \$ _____ | \$ _____ |
| C20-10 | Special Area - Irrigation Paragraph C.20.5.3.10 | 12 | MO | \$ _____ | \$ _____ |

APPENDIX D

| CONTRACT REQUIREMENTS | | PERFORMANCE REQUIREMENTS | | | |
|-----------------------|--|--------------------------------|--------|---|------|
| ITEM NO. | CONTRACT REQUIREMENT | WORK REQUIREMENT | WEIGHT | STANDARD OF PERFORMANCE | MADR |
| | C.22 REFUSE COLLECTION AND DISPOSAL | | | | |
| | Recurring Work | | | | |
| C22-01 | Base and Tenant Activities Collection | A. Timely pickup and disposal | 70 | In accordance with Paragraphs C.5.9, C.22.5.3 | 3 |
| | | B. Quality | | | |
| | | 1. Containers properly placed. | 10 | Paragraphs C.5.9, C.22.5.3 | |
| | | 2. Spillage | 10 | Paragraphs C.5.9, C.22.5.3 | 1 |
| | | 3. Container condition | 10 | Paragraphs C.5.9, C.22.5.3 | |
| C22-02 | Family Housing Collection | A. Timely pickup and disposal | 70 | In accordance with Paragraphs C.5.9, C.22.5.3 | 3 |
| | | B. Quality | | | |
| | | 1. Containers properly placed. | 10 | Paragraphs C.5.9, C.22.5.3 | |
| | | 2. Spillage | 10 | Paragraphs C.5.9, C.22.5.3 | 1 |
| | | 3. Container condition | 10 | Paragraphs C.5.9, C.22.5.3 | |
| C22-03 | Foreign Garbage Collection | A. Timely pickup and disposal | 70 | In accordance with Paragraphs C.5.9, C.22.5.3 | 3 |
| | | B. Quality | | | |
| | | 1. Containers properly placed. | 10 | Paragraphs C.5.9, C.22.5.3 | |
| | | 2. Spillage | 10 | Paragraphs C.5.9, C.22.5.3 | 1 |
| | | 3. Container condition | 10 | Paragraphs C.5.9, C.22.5.3 | |
| C22-04 | Container Cleanliness | A. Quality | 80 | In accordance with paragraphs C.5.9, C.22.5.3 | 10 |
| | | B. Timeliness | 20 | | |
| C22-05 | Vehicle Cleanliness | A. Quality | 80 | In accordance with paragraphs C.5.9, C.22.5.3 | 10 |
| | | B. Timeliness | 20 | | |
| C22-06 | Annual Maintenance and Repair of Containers | A. Quality | 80 | In accordance with paragraphs C.5.9, C.22.5.3 | 6 |
| | | B. Timeliness | 20 | | |
| C22-07 | Annual Painting and Stenciling of Containers | A. Quality | 80 | In accordance with paragraphs C.5.9, C.22.5.3 | 10 |
| | | B. Timeliness | 20 | | |

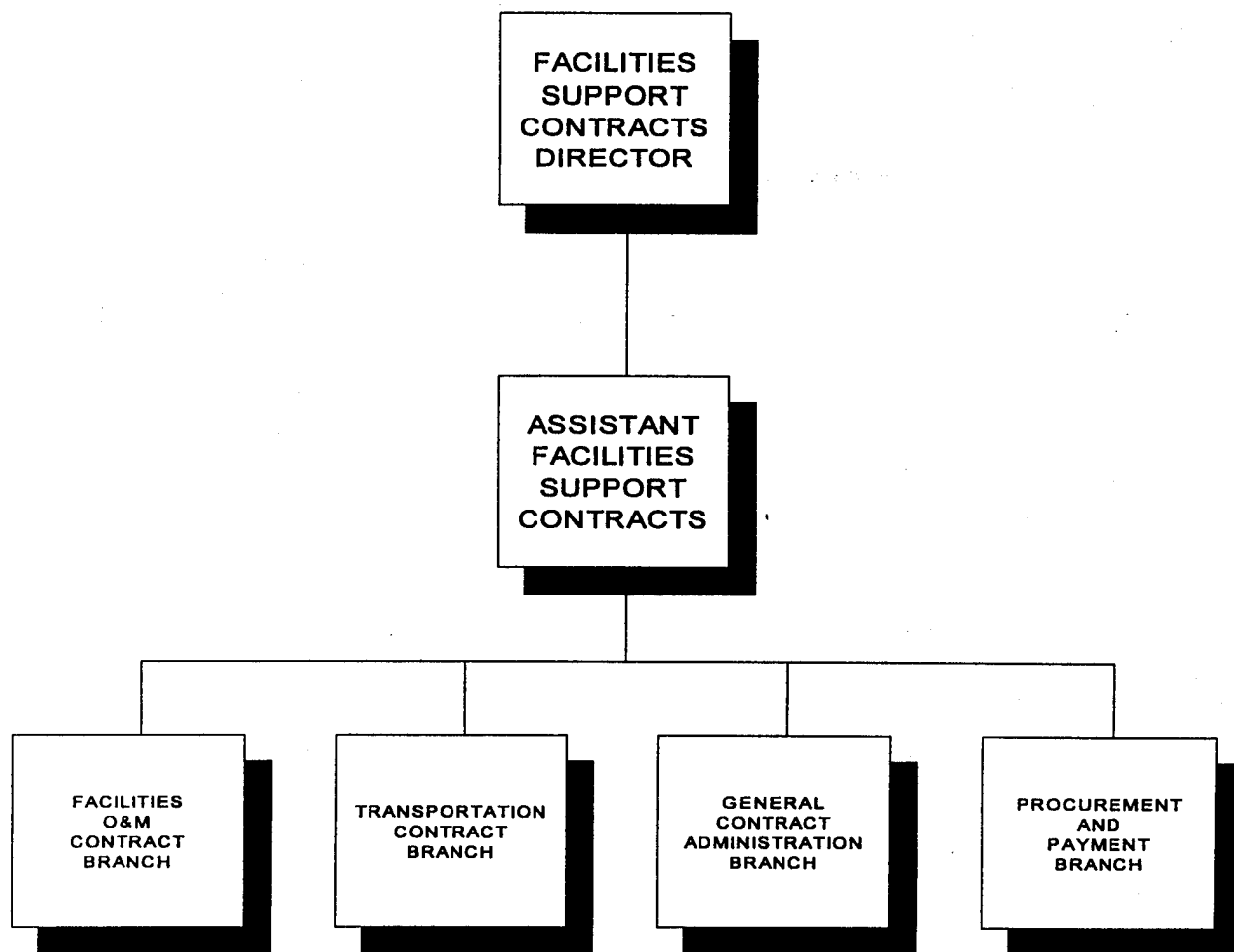
APPENDIX E

APPENDIX F

FACILITIES SUPPORT CONTRACTS

FACILITIES SUPPORT CONTRACTS

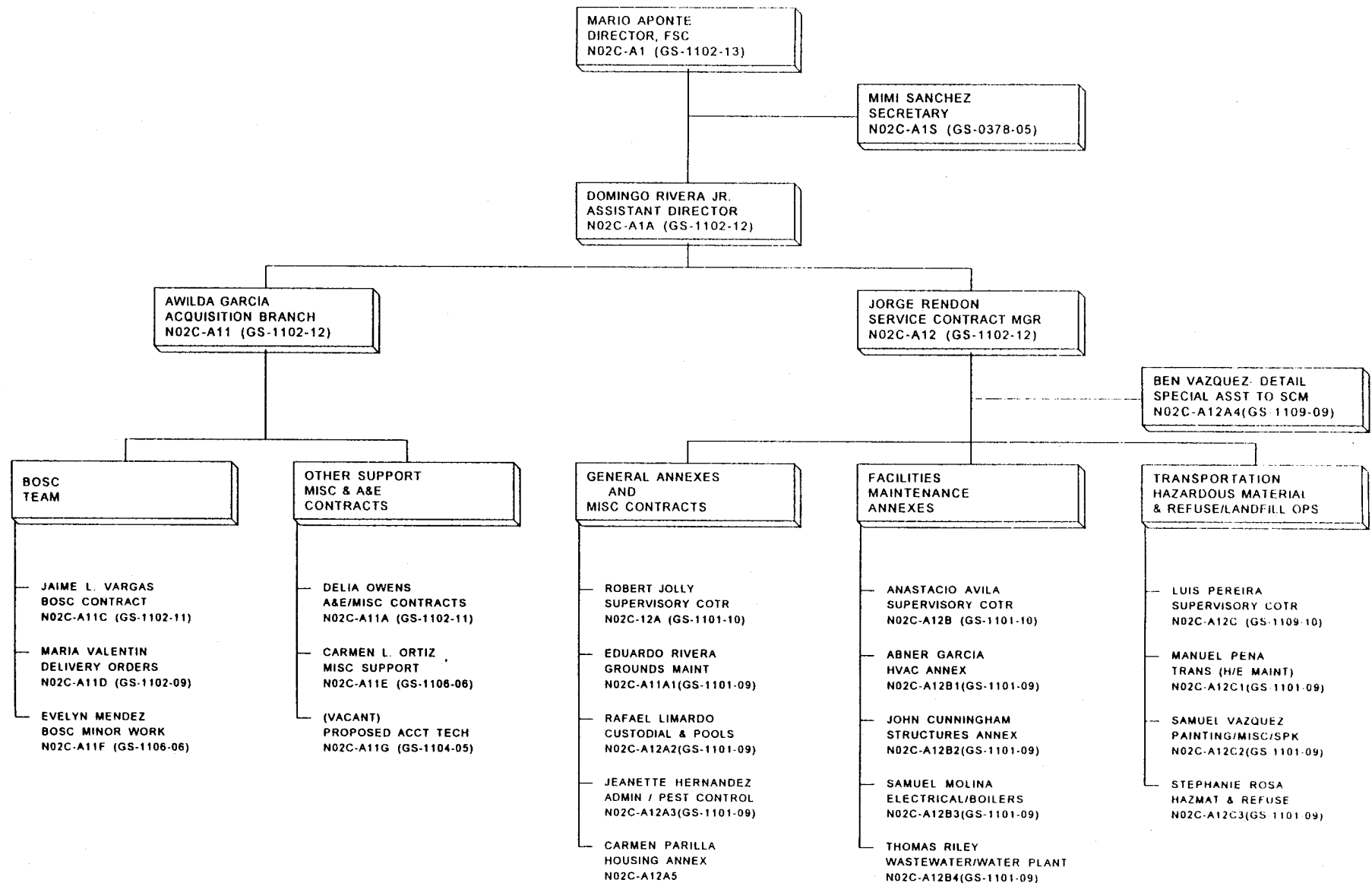
ORGANIZATION



Personnel

Military - 1
Civilian - 28

FACILITIES SUPPORT CONTRACTS



GENERAL CONTRACTS ASSIGNMENT

| NAME | TITLE | CODE |
|---------------------------------------|--|------------|
| M. Aponte | Director | N02C-A1 |
| D. Rivera, Jr. | Assistant Director | N02C-A1A |
| M. C. Sánchez | Secretary | N02C-A1S |
| CONTRACT BRANCH | | |
| A. García | Contract Specialist-Branch Supervisor | N02C-A11 |
| D. Owens | Contract Specialist | N02C-A11A |
| J. Vargas | Contract Specialist | N02C-A11C |
| M. C. Valentín | Contract Specialist | N02C-A11D |
| C. L. Ortíz | Procurement Technician | N02C-A11E |
| E. Méndez | Procurement Technician | N02C-A11F |
| Proposed | Accounting Technician | N02C-A11G |
| CONTRACT ADMINISTRATION BRANCH | | |
| J. Rendón | Service Contract Manager | N02C-A12 |
| TEAM 1 BOSC | | |
| A. Avila | QAE Supervisor - Annex 5 | N02C-A12B |
| A. García | QAE Ref./Air Conditioning - Annex 12 | N02C-A12B1 |
| J. Cunningham | QAE Building & Structures - Annex 14 | N02C-A12B2 |
| S. Molina | QAE Electrical/Boilers, Heaters & Incinerators - Annex 8 & 9 | N02C-A12B3 |
| T. Riley | QAE Wastewater, Water Plant Potable Annex 10 & 11 | N02C-A12B4 |
| TEAM 2 BOSC | | |
| R. A. Jolly | QAE Supervisor - Annex 5 | N02C-A12A |
| E. Rivera | QAE Grounds, Grounds Vieques - Annex 20 | N02C-A12A1 |
| R. Limardo | QAE Custodial - Annex 21 | N02C-A12A2 |
| J. Hernández | QAE Entomological/Pest Control/ Pools Annex 6, 7, & 19 | N02C-A12A3 |
| B. Vázquez | Detailed - Special Assistant to SCM (Temp) | N02C-A12A4 |
| C. I. Parrilla | QAE Housing - Annex 5 & 13 | N02C-A12A5 |
| TEAM 3 TRANSPORTATION & MISCELLANEOUS | | |
| L. A. Pereira | QAE Supervisor | N02C-A12C |
| M. Peña | QAE (Heavy Equipment Maintenance) | N02C-A12C1 |
| S. Vázquez | QAE (Painting/ Misc./ Small Purchase) | N02C-A12C2 |
| S. Rosa | QAE (Hazardous Waste & Disposal) | N02C-A12C3 |

BOS CONTRACT ASSIGNMENTS

| TEAM 1 | TEAM 2 | TEAM 3 |
|--|--|--|
| | | FSCM MR. JORGE N. RENDON |
| SCOTR - MR. ANASTACIO AVILA (ANNEX 5 GENERAL) | SCOTR - MR. ROBERT JOLLY (ANNEX 5 GENERAL) | SCOTR - MR. LUIS E. PEREIRA |
| ANNEX 8 ELECTRICAL Mr. Samuel Molina | ANNEX 5 (GENERAL) S/C - M/W Mr. Bienvenido Vázquez S/C-STA) - (M/W-DO's-HSG) Mrs. Carmen Parrilla (S/C-HSG) | ANNEX 15 ROADS AND SURFACED AREAS Mr. Samuel Vázquez Paving Contract |
| ANNEX 9 BOILERS, HEATERS, & INCINERATORS Mr. Samuel Molina | ANNEX 6 WORK DOCUMENTATION/ ADMIN/MGT Ms. Jeanette Hernández | ANNEX 16 FIRE PROTECTION SYSTEMS Ms. Stephanie Rosa |
| ANNEX 10 WATER PLANTS/SYSTEMS Mr. Tom Riley | ANNEX 7 ENTOMOLOGICAL/PEST CONTROL Ms. Jeanette Hernández | ANNEX 17 TRANSPORTATION Mr. Manuel Peña |
| ANNEX 11 WASTEWATER TREATMENT Mr. Tom Riley | ANNEX 13 FAMILY HOUSING Mrs. Carmen Parrilla | ANNEX 22 REFUSE COLLECTION Ms. Stephanie Rosa |
| ANNEX 12 REFRIGERATION/AIR CONDITIONING Mr. Abner Garcia | ANNEX 19 POOLS Ms. Jeanette Hernández | ENVIRONMENTAL CONTRACTS Ms. Stephanie Rosa |
| ANNEX 14 BUILDING STRUCTURES Mr. John Cunningham | ANNEX 20 GROUNDS Mr. Eduardo Rivera | MISCELLANEOUS CONTRACTS/SMALL PURCHASES Mr. Samuel Vázquez Painting Contracts |
| | ANNEX 21 CUSTODIAL SERVICE Mr. Rafael Limardo | |
| | VIEQUES GROUNDS Mr. Eduardo Rivera | |
| | | |
| | | |

OFFICER IN CHARGE
FACILITIES SUPPORT CONTRACTS

WORK DISTRIBUTION

I. PURPOSE

To acquaint Public Works Department and OIC-FSC personnel with who does what and to provide a common understanding among OIC-FSC employees of what is expected of each position.

II. BACKGROUND

The rapid growth and constant changes over a period of several years of the OIC-FSC office has prevented setting clear direction on duties and responsibilities of each employee, with everyone doing their best as they saw it or as they were tasked.

III. DISCUSSION

The procedures that follow describe the major duties required of each position in OIC-FSC. These are not all inclusive. Therefore, it is necessary that each person recognize that there may be times when, because of cyclical changes in workload, vacancies or absences, and operational necessity, work must be done which is outside of his normal area of responsibility.

IV. PROCEDURES

Following is a list of the position in OIC-FSC, including the immediate supervisor and the major duties.

OIC FSC Director: GS-1102-13 - Code N02C-A1

Mario Aponte

Immediate Supervisor: APWO

Major Duties:

- Division Director.
- Sets overall office policy.
- Warranted Contracting Officer (Level III).
- Principal point of contact with PWO/APWO and Division Directors.
- Principal point of contact with contractors.
- Member of PWD Executive Steering Committee.
- Directly supervises:
 - 1 Assistant Director
 - 1 Supervisory Contract Specialist
 - 1 Secretary
 - 1 Service Contract Manager

REVISION 23AUG95

Assistant Director: GS-1102-12 -Code N02C-A1A

Mr. Domingo Rivera, Jr.

Immediate Supervisor: OIC-FSC Director

Major Duties:

- Monitors and implements NAVFAC/OIC-FSC policy on Facilities Acquisition Contracting.
- Principal point of contact on contractual matters for customers and contractors.
- Develops Government Estimate when assigned.
- Certifies payments of contractor invoices.
- Develops changes to specifications when assigned.
- Monitors Acquisition Planning and Milestones.
- Reviews and recommends approval of Business Clearances.
- Warranted Contracting Officer (Level IV).
- Establishes Government negotiation position and, upon approval, heads the negotiations of acquisitions assigned by the OIC-FSC Director.
- Coordinates the revision of the BOSC.
- Assumes the duties of the OIC-FSC Director in his absence.
- Negotiates.

REVISION 23AUG95

Secretary: GS-0318-05 - Code N02C-ALS

Mrs. María del C. Sánchez

Immediate Supervisor: OIC-FSC Director

Major Duties:

- Monitors attendance, time and payroll cards.
- Monitors Base passes and Airfield Access Badges issues to contractors.
- Controls OIC-FSC correspondence.
- Prepares letters, Memos and Reports.
- Receives and refers telephone calls and visitors.
- Monitors use of Faxcimile Machine.
- Schedules appointments and meetings.
- Controls use of Conference Room.
- Assist with preparation and distribution of contract documents.

REVISION 23AUG95

Supervisory Contract Specialist: GS-1102-12 - Code N02C-A11

Mrs. Awilda García

Immediate Supervisor: OIC-FSC Director

Major Duties:

- Implements NAVFAC/OIC-FSC policy and procedures on Facilities Support Contracts.
- Monitors preparation of solicitations.
- Prepares Business Clearances.
- Request and receive funds for options and contract awards.
- Exercises options.
- Awards contracts.
- Assures payments for work received, inspected and accepted is fully funded.
- Negotiates modifications to contracts and new acquisitions.
- Warranted Contracting Officer (Level IV).
- Monitors the preparation and timely submittal of prescribed reports.
- Assures all requirements of Law and Regulation are met for each assigned acquisition.
- Assumes the duties of the OIC-FSC Director and Assistant Directors in their absence.
- Maintains and updates Procurement Library.
- Directly Supervises
 - 3 Contract Specialists
 - 2 Procurement Technician
 - 1 Accounting Technician (Proposed)

REVISION 23AUG95

Contract Specialist: GS-1102-11 - Code N02C-A11A

Mrs. Delia Owens

Immediate Supervisor: Supervisory Contract Specialist

Major Duties:

- Prepares Business Clearances
- Prepares Solicitations (IFB, RFP, RFQ), evaluates bids and proposal and recommends award. Upon approval, prepares contract awards for the signature of the Contracting Officer.
- Prepares page changes for BOS contract modification.
- Manages all A & E contracts.
- Prepares monthly A & E status report.
- Prepares Government negotiation objective and upon approval negotiates Delivery Orders and modification to contracts.
- Assumes the duties of the Supervisory Contract Specialist in her absence.
- Prepares DD Form 350.

REVISION 23AUG95

Contract Specialist: GS-1102-11 - Code N02C-A11C

Mr. Jaime Vargas

Immediate Supervisor: Supervisory Contract Specialist

Major Duties:

- Same as Code N02C-A11A, except for:
- * A & E Contracts and Base Support Service Contracts
- Manages Base Support Services contract.
- * Prepares page changes for BOS contract modification.

REVISION 23AUG95

Contract Specialist: GS-1102-09 - Code N02C-A11D

Mrs. María del C. Valentín

Immediate Supervisor: Supervisory Contract Specialist

Major Duties:

- Prepares solicitations (IFB, RFP, RFQ)
- Receives contractor's proposals and prepare documentation for Contracting Officer's evaluation.
- Prepares page changes for BOS contract modification.
- Request all clearances prescribed by law and regulation.
- Prepares monthly Delivery Orders Minor Work status report.
- Coordinates with technical personnel sufficiency of specifications.
- Assures all acquisitions are supported by valid funds commitment.
- Prepares Business Clearances and Price Negotiation Memorandum as applicable.
- Maintains file of BOS Contract.
- Prepares DD Form 350.

REVISION 23AUG95

Procurement Technician - GS-1106-06 - Code N02C-A11E

Mrs. Carmen Lydia Ortíz

Immediate Supervisor: Supervisory Contract Specialist

Major Duties:

- Types and distributes contract awards, delivery orders, modifications and other acquisition related documents.
- Processes invoices for payment.
- Delivers payment vouchers to PSD.
- Manages BPAs.
- Negotiates, issues and award Small Purchases.
- Maintains and updates WIP (R-26) monthly report.
- Files documents.

Procurement Technician - GS-1106-06 - Code N02C-A11F

Mrs. Evelyn Mendez

Immediate Supervisor: Supervisory Contract Specialist

Major Duties:

Same as N02C-A11E, except BPA and

- Maintains and updates the Quarterly Report and the Monthly Report of Action \$25,000 or less.

REVISION 23AUG95

Service Contract Manager - Code N02C-A12 - GS-1102-12

Mr. Jorge N. Rendón

Immediate Supervisor: Division Director

Major Duties:

- Review and approves QA plans.
- Administers Contractor Performance Evaluation.
- Overall Manager for contract work in assigned areas.
- Prepares Government Estimate when assigned by OIC FSC.
- Recommends amendments to FMD for Delivery Orders/Minor Works to ensure work in progress is not delayed and meets custodial requirements.
- Manages CDRs and evaluates and recommends Approval of Deductions to OIC-FSC.
- Manages Award Fee Program of BOSC.
- Coordinates QAE surveillance.
- Coordinates and is the principal point of contact with customers and contractors on performance issues.
- Coordinates customer service through Customer Service Division.
- Provides supporting documentation for proposed contract awards, modifications and I.Q. work.
- Prepares documentation and negotiates actions assigned by OIC-FSC Director.
- Reviews and issues correspondence on performance to contractors.
- Reviews and issues CDRs.
- Reviews and approves recommended inspection, receipt and acceptance of work.
- Reviews and approves payment of contractor invoices.

Supervises three (3) QAE Supervisors, and one (1) Temporary Assistant.

REVISION 23AUG95

QAE Supervisors - GS-1101-10

Code N02C-A12A - Base Support Services Branch

Mr. Robert Jolly

- Supervises four (4) QAEs

Code N02C-A12B - Base Facilities O & M Branch

Mr. Anastacio Avila

- Supervises four (4) QAEs

Code N02C-A12C - Transportation Services Branch

Mr. Luis E. Pereira

- Supervises three (3) QAEs

Immediate Supervisor: Service Contract Manager

Major Duties:

- Assigns QAE surveillance.
- Receives and investigates customer complaints.
- Monitors and prepare CDRs.
- Monitors and consolidates QA plans.
- Researches documentation for proposed acquisitions including verification of field inventories.
- Verifies inspection, receipt and acceptance of work, and recommended deductions.
- Assist in documentation of and negotiations.
- Review QAE input for Award Fee recommendation and recommends changes based on various considerations.

REVISION 23AUG95

Quality Assurance Evaluators

Immediate Supervisor: QAE Supervisor

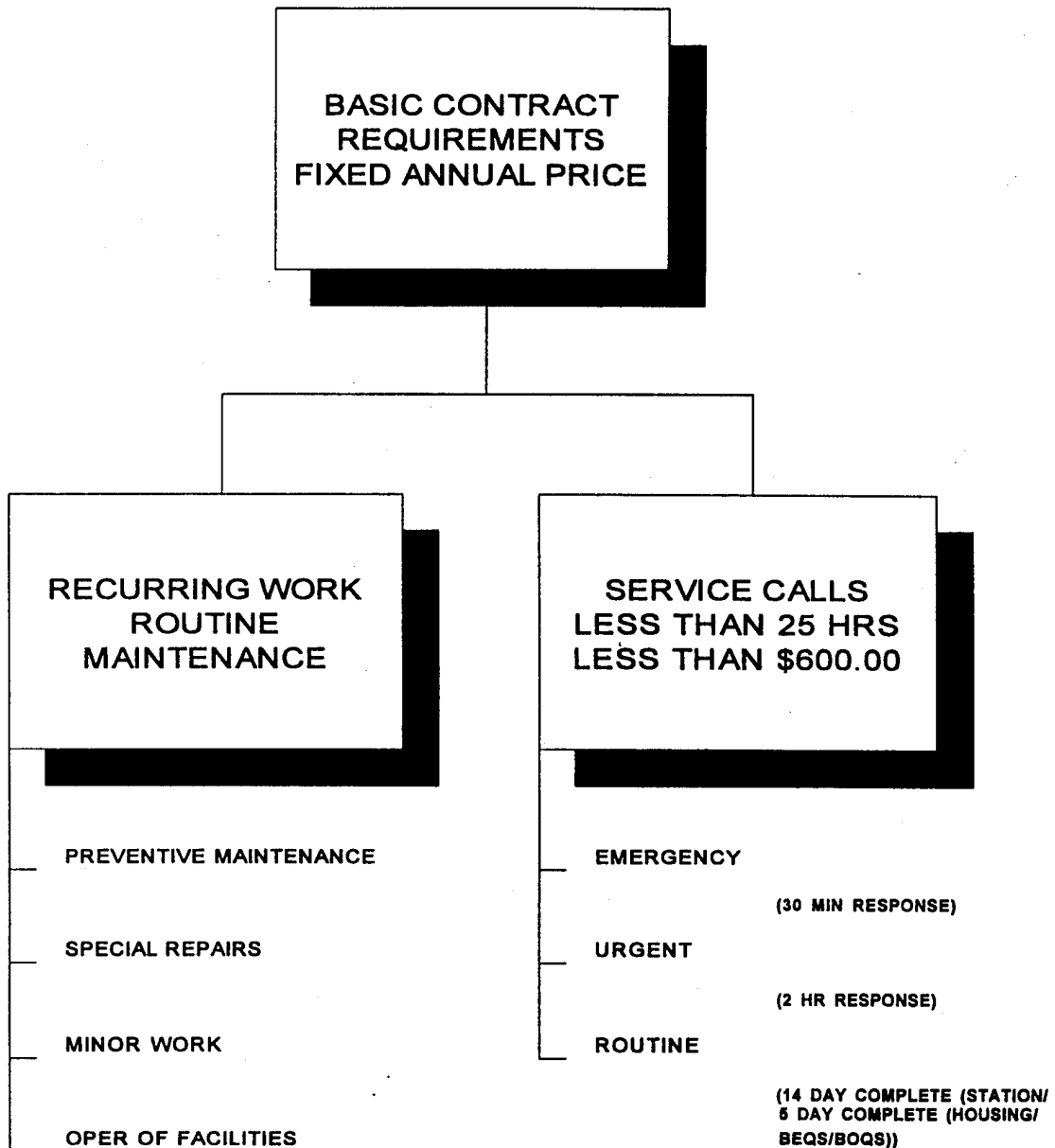
Major Duties:

- Does Quality Assurance surveillance.
- Recommends CDRs and deduction.
- Investigates customer complaints.
- Assists in preparation of QA plan.
- Prepares surveillance schedules.
- Inspects contractor work and recommends receipt and acceptance.
- Monitors compliance with labor practices, security and safety of contractor performance.
- Recommends amendments to Delivery Orders/Minor Works to supervisory QAE/FSCM to ensure work in progress adequately meets customer requirements.
- Monitors completion dates for assigned IQ jobs and advises FSCM of late performance or if circumstances exist, justification of a time extension.
- Monitors key performance requirements of contract such as crane certification dates, critical P.M. dates, etc. Advises FSCM of expected key performance items when will not be completed on schedule.

REVISION 23AUG95

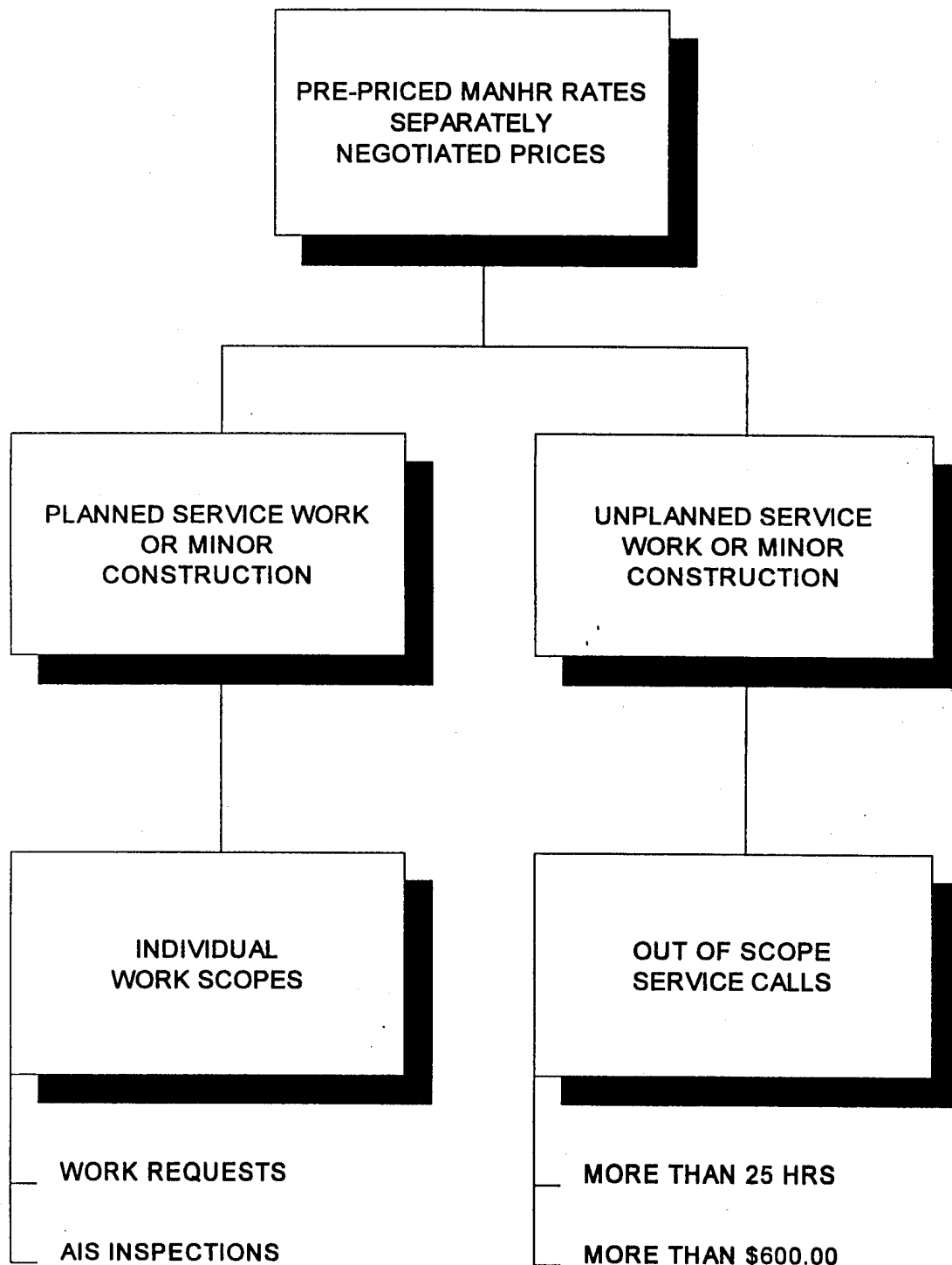
APPENDIX G

BASE OPERATION SERVICE CONTRACT WORK PERFORMED "FIRM FIXED PRICE WORK"

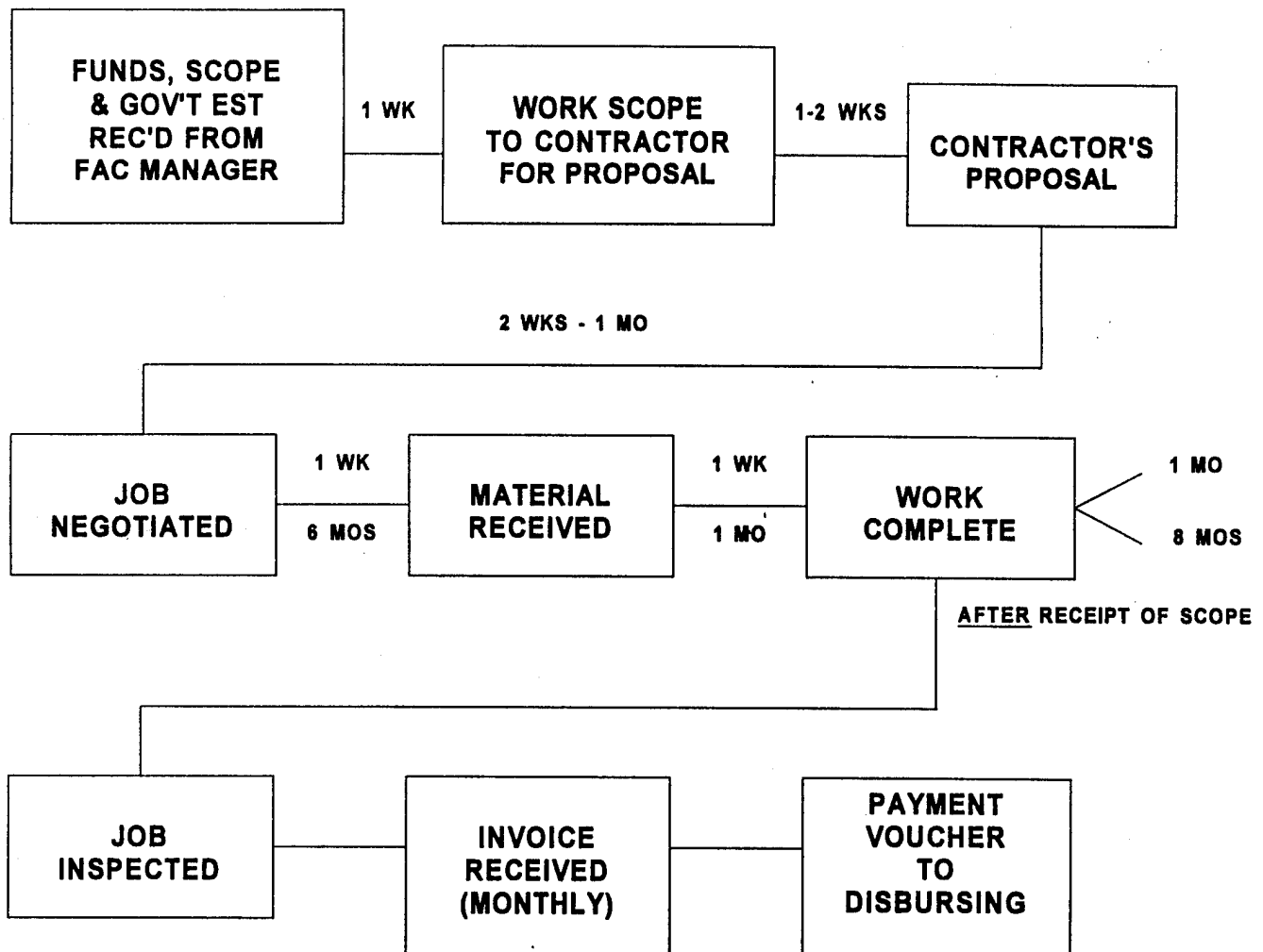


APPENDIX H

BASE OPERATION SERVICE CONTRACT WORK PERFORMED "INDEFINITE QUANTITY WORK" (\$25K LIMIT)



INDEFINITE QUANTITY WORK FLOW



BIBLIOGRAPHY

Allen, Joan W., Keon S. Chi, Kevin A. Devlin, Mark Fall, Harry P. Hatry, Wayne Masterman, The Private Sector in State Service Delivery - Examples of Innovative Practices, The Urban Institute Press, Washington, DC, 1989.

Cibinic, J., Nash, R.C., Administration of Government Contracts, 3rd Ed., The George Washington University, Washington, DC, 1995.

Finley, Lawrence K., Public Sector Privatization-Alternative Approaches to Service Delivery, Quorum Books, Westport, CT, 1989.

Harney, Donald F., Service Contracting-A Local Government Guide, International City/County Management Association, Washington, DC, 1992.

Hatry, Harry P., A Review of Private Approaches for Delivery of Public Services, The Urban Institute Press, Washington, DC, 1983.

Hicks, T.G., Standard Handbook of Engineering Calculations, 2nd Ed., McGraw-Hill Inc., New York, NY, 1985.

Hills, Jeffrey W., "Partnering: Does It Work?", The Military Engineer, December 1995, pp. 45-47.

"How Partnering Can Be a Useful Tool on Public Works Projects", Government Engineer, October 1994, p. 7.

Long, Huey P., "Contract O&M Helps City Improve Public Works Service, Reduce Cost", Public Works, October 1995, pp. 54-55.

Marlin, J., Contracting for Municipal Services, Wiley Publishing, New York, NY, 1984.

Naval Facilities Contracts Training Center, Facilities Support Contracting, NFCTC-337, Port Hueneme, CA, 1992.

Naval Facilities Engineering Command, Contracting Manual P-68, Alexandria, VA, 1994.

Naval Facilities Engineering Command, Facilities Management MO-321, Alexandria, VA, 1985.

Naval School, Civil Engineer Corps Officers, Guide to Public Works Management, Port Hueneme, CA, 1992.

"Privatizing Shore Stations", Navy Times, October 16, 1995, p. 26.

Rehfuss, John A., Contracting Out in Government-A Guide to Working with Outside Contractors to Supply Public Services, Jossey-Bass Publishers, San Francisco, CA, 1989.

Tchobanoglous, G., Theisen, H., Vigil, S., Integrated Solid Waste Management, 1st Ed., McGraw-Hill, Inc., New York, NY, 1993.

Wrennall, W., Lee, Q., Handbook of Commercial and Industrial Facilities Management, 1st Ed., McGraw-Hill, Inc., New York, NY, 1994.